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Thesis

ADMINISTRATION OF THE AID TO DEPENDENT CHILDREN LAW IN THE STATE OF MASSACHUSETTS

by

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(B.S. Alabama Polytechnic Institute, 1942)

submitted in partial fulfilment
of the requirements for the
degree of Master of Arts, 1948

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PREFACE

(A) THE PURPOSE OF THIS DISSERTATION

The purpose of this account is to present the administration of the Aid to Dependent Children Law in the state of Massachusetts as of June 1948. A discussion of the administration of this Law will necessarily involve a description of the role of the Federal Government. Chapter V has been devoted to the interrelationship of the agencies involved, i.e. federal, state and local.

(B) THE METHODS USED IN PREPARING THIS DISSERTATION

My work for this paper consisted mainly of fact gathering from primary source material. Before I started to write, I did a great deal of reading to give me an adequate background to understand the problem as a facet of the total problem of public assistance by the government.

There were three books to which I owe a considerable debt. The first, THE HISTORY OF PUBLIC POOR RELIEF IN MASSACHUSETTS, 1620 - 1920, by Robert W. Kelso, is the most complete account I could find of the development of the philosophy and practice of poor relief in the state. The next two, both by Miss Grace Abbott, FROM RELIEF TO SOCIAL SECURITY and THE CHILD AND THE STATE, were invaluable in their expression of opinion

based on long years of experience of the author, one of the most respected social workers of our time, and a vast body of well-documented facts. Since Aid to Dependent Children with Federal participation is a relatively new program, and since it is in a continuous process of change, it is well-nigh impossible to secure the necessary up-to-date information from libraries. Therefore, to obtain current information, it was necessary to interview federal, state and local officials and to get current statistics and procedures from them.

Mr. A. E. Howell, Chief Supervisor Social Service, Division of Aid and Relief, Department of Public Welfare, Commonwealth of Massachusetts, has aided immeasurably in obtaining material for me from his private papers, from his co-workers and from state documents intended for the use of his Department. He has also suggested sources for me to consult. Through his efforts, I was able to obtain appointments with Welfare Agents in the towns of Melrose, Swampscott and Salem.

During interviews with three members of the Regional office of the Federal Security Agency, I was able to gather invaluable information in the form of statistics, analyses and charts. I was permitted access to published and unpublished reports. The three people interviewed were exceedingly helpful and cooperative and gave me an insight into the problem of admin-

istration which I had not gotten elsewhere. At their request I am withholding their names here and in the Bibliography and I am making no direct quotes from the interviews, but I have incorporated ideas suggested to me through the interviews.

I obtained a fair idea of local administration from my visits to Melrose, Swampscott and Salem. The Agents in these towns procured local statistics for me, but due to the confidential nature of the program (see Chapter 66, Section 7A and Chapter 271, Section 43 of the General Laws in Appendix IV), I could not get any information from or regarding the individual recipient of this aid.

I would like to express here my appreciation to all those busy government officials who gave me their time and the benefit of their knowledge and experience in assembling data for this paper. I especially would like to thank Mr. A. E. Howell.

CHAPTER I INTRODUCTION

(A) BRIEF HISTORY OF PUBLIC ASSISTANCE IN MASSACHUSETTS

(1) English Heritage

The recognition of public responsibility for people of unfortunate financial status is deep-seated in Massachusetts history. This attitude was brought over from England, where in 1597 the greatest governmental step toward the relief of the needy was taken in the form of the Great English Poor Laws. These Laws provided for the yearly appointment of Overseers of the Poor who were held responsible for the relief of distress. The Overseers were to furnish work for the able-bodied, for children of indigent persons and were to relieve the impotent, lame and blind. They were empowered to levy and collect taxes for such purposes. These taxes could be levied first in the parish concerned, and if enough funds were not available here, the Overseers could levy upon any or all parishes throughout the entire country. These laws formed the basis for later acts within the colonies.

(2) Establishment of Responsibility for Needy by "Settlement"

In 1600 in England, it was held that any person who could not help himself should be helped by the community, and that all citizens enjoying the benefits of government should contribute to the aid of

those in distress. The early colonial town accepted its responsibility for the needy, but there was much bickering and wrangling over the identification of each town's poor. Settlement, which is defined as " --- a statutory rule for the determination of jurisdictional responsibility for public expenditures made on account of persons in distress"[1] was the central issue. In 1659, the General Court of the Bay Colony attempted to decide the question by providing that, if a poor person resided within a town for three months and was not given notice to leave, he or she "shall be provided for & releived, in case of necessity by the inhabitants of the sajd place where he or she is so found."[2]

In 1767, the General Court of Massachusetts recognized the duty of the province in aiding a person who had no legal town settlement. The province assumed the costs of moving such a person to the colony or province in which he last had settlement. Settlement was more clearly defined in the law of 1789, which stated that any person was legally settled: (1) who resided in a town one year prior to April 10, 1767 without being warned out; (2) by birth or marriage; (3) by owning an estate with a clear annual income of three pounds;

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(1) R. W. Kelso, A.B., L.L.B., THE HISTORY OF PUBLIC POOR RELIEF IN MASSACHUSETTS, 1620 - 1920, Houghton Mifflin Company, 1922, pg. 35

(2) op. cit., pg. 53

(4) by having occupied the premises for two years; (5) or if over twenty-one years of age, by having paid town taxes for five years in succession. A woman took the settlement of her husband.

(3) Brief History of Methods of Assistance of the Needy in General

(a) Venduing

Local responsibility for the needy, when settlement could be established, was the accepted custom in the early history of Massachusetts. The towns helped to pay the cost of aiding such persons by venduing out their services. (The method of venduing paupers in the town of Fitchburg as of March 4, 1811 may be found in Appendix L.)

(b) Development of the Almshouse

The practice of venduing gradually gave way to the lumping of all the needy into one group, and the group as a whole being auctioned off. The result was in effect the creation of a private almshouse in which the proprietor or contractor worked the inmates for his income. Many towns, seeing the success of the private almshouse and meeting ever-growing opposition to the practice of venduing, began establishing municipal almshouses. In these institutions there was no segregation of sexes and the widow with infant child was placed under the same roof with the prostitute, the maniac and

the drunkard.

It must not be assumed that the almshouse made its first appearance in Massachusetts in the nineteenth century for such is not the case. As early as 1660, Boston had an almshouse. However, it was not until around 1830 that its appearance was widespread, and then only where the needy were in such numbers to warrant its use.

Large numbers of persons drifted into the towns when they were driven from their homes by the Indians during King Phillip's War. In 1675, the Province of Massachusetts by a special act provided relief for "such as being forced from their habitations by the present calamity of the war do repair unto them (the towns) for succour."[1] The costs were to be paid from the province treasury. This act was the first to provide state aid for the poor. Thus the towns were able to secure reimbursement for money spent in taking care of the province poor. In 1792-93, state reimbursement amounted to $14,000.00[2] to the towns. In 1834, the amount had increased to $52,122.53.[3] These figures are based on ten cents a day for paupers over twelve and six cents for children under twelve.

(1) R. W. Kelso, A.B., L.L.B., THE HISTORY OF PUBLIC POOR RELIEF IN MASSACHUSETTS, 1620-1920, Houghton Mifflin Company, 1922, pg.117-118
(2) op. cit., pg. 124
(3) op. cit., pg. 127

(c) Segregation and Categorization of the Needy

With the cost of providing for the state unfortunates ever mounting, the legislature set about to find a way to provide for the state needy at less expense. By 1858, the Commonwealth had set up three state institutions for the insane, four for the poor, a prison and two reform schools for wayward boys. Thus began a breakdown into categories of those in need.

The institutions mentioned above were without a central administrative agency excepting the legislature. A special commission was appointed in 1853 to make a study of the states' charitable institutions. This commission recommended a central authority to supervise all public charities. On October 1, 1863, the Board of State Charities, which later became the Department of Public Welfare, was set up.

(4) Brief History of Treatment of Dependent Children

(a) Indenture

We find as early as 1658 in the Plymouth Colony concern for the children of financially unfortunate parents. An excerpt of a law enacted at that time is contained in Appendix I. This law provided for the indenture of needy children. It is

according too much of a social conscience to the pioneer settlers to suppose that all such children were indentured to benefit the children alone. No doubt a strong incentive to many towns in indenturing needy children was to save money for the town treasury. Throughout the Colonial Period, indenture was the method of providing for needy children; however in some of the larger towns, such as Boston, Salem and Roxbury, children were to be found in all the almshouses. As the use of the almshouse spread to other communities, children were likewise to be found there, but the standard custom was to indenture them out by the age of ten or twelve.

(b) Almshouses

In the Boston Almshouse in 1821, there were "seventy-eight sick persons, seventy-seven children, nine maniacs and idiots, and one hundred and fifty-five unclassified inmates, mostly old and decrepit."(1) "Between eighty and ninety per cent of all the foundlings sent to the almshouse at Tewksbury died there."(2) In 1852, towns and cities received reimbursement for aid given to 2,896(3) children without legal settlement and at least as many more received care

(1) R.W. Kelso, A.B., L.L.B., THE HISTORY OF PUBLIC POOR RELIEF IN MASSACHUSETTS, 1620-1920, Houghton Mifflin Company, 1922, pg. 173
(2) op. cit., pg. 174
(3) op. cit., pg. 179

who had legal settlement.

(c) Development of Separate Institutions and Beginning of Family Placement

The separation of sexes in institutions took place with the opening of the Reform School for Boys in 1848 and the State Reform School for Girls at Lancaster in 1855. At the same time (1855), an institution was opened at Monson to take care of all pauper children in state almshouses. The act creating Monson was not enforced, but the Board of State Charities took up the idea and established Monson as the State Primary School in 1866. The State Board however did not intend that children should be kept permanently in the institution. A statute in 1866 provided that " It shall be the duty of the Superintendent, inspectors and other officers to use all diligence to provide suitable places in good families for all such pupils as have received an elementary education; and any other pupils may be placed in good families, on condition that their education shall be provided for in the public schools of the town or city where they may reside."(1)

(d) Subsidization of Families for Placement of Homeless Children

There was one difficulty with the placement of children in homes as outlined in the statute

(1) R. W. Kelso, A.B., L.L.B., THE HISTORY OF PUBLIC POOR RELIEF IN MASSACHUSETTS, 1620-1920, Houghton Mifflin Company, 1922, pg. 182

mentioned above. Children had to be placed in free homes since no funds were authorized or provided to pay for board for them. For a number of years the State Board preached the necessity of family life for children to remedy social ills and pleaded for family placements for dependent children. In 1880 and 1882, statutes were enacted which provided for the boarding of motherless infants in homes and for the committment of indigent and dependent children to the State Board. The Board was authorized to place these children in families and pay board for them. The mortality rate showed a marked decline immediately. The placing out of children in families ranks only behind the removal of children from the almshouse as a forward step in child care.

A system was now set up so that child care could be continuously studied, and almost every year some progressive measure was added. Unsettled children were assured of a family life. All wayward and almost all neglected children committed to the State Board by the courts were maintained by the State and controlled exclusively by the State Board regardless of settlement. In 1900, dependent children were covered more specifically by the above-mentioned powers.

The shift in attitude and assumption by the state of responsibility for maintaining a home unit for unfortunate children did not occur overnight. Acts were

necessary to keep dependent children out of the almshouses. An act of 1887 provided that "the overseers of each city and town must place their dependent children above two years of age in private families."[1] This act was evaded and another law was passed in 1905 providing that "if the overseers of any place except Boston fail for two months to place such children, the State Board should place them at the town's expense."[2]

(e) Mothers' Aid Law of 1913

Finally recognizing that a child's own home is the best place and, in the long run, the cheapest place for him to be brought up, the General Court on September 1, 1913, passed the Mothers' Aid Law. This act was designed to aid financially the blood or adoptive mother of a child in maintenance of a home for him, and was the direct precursor of the present Aid to Dependent Children Law to be analyzed in this thesis. The entire act as amended may be found in Appendix I.

(f) Aid to Dependent Children Law of 1937

The Aid to Dependent Children Law which was adopted in Massachusetts on January 1, 1937 to conform with the standards of the Social Security Act, is a development of the Mothers' Aid Law of 1913. However,

(1) R.W.Kelso, A.B.,L.L.B., THE HISTORY OF PUBLIC POOR RELIEF IN MASSACHUSETTS, 1620-1920, Houghton Mifflin Company, 1922, pg. 186

(2) op. cit., pg. 186

the former is much more lenient regarding eligibility requirements and payments, and as its title suggests, shifts emphasis from aid to the mother to that of aid to the child. Also the Aid to Dependent Children Law does not stress as much the importance of the character of the parents as did its predecessor.

(B) DEVELOPMENT OF ROLE OF FEDERAL GOVERNMENT IN ASSUMPTION OF RESPONSIBILITY FOR PUBLIC WELFARE PROGRAMS

(1) Measures Taken During Depression

Prior to 1929, all relief measures were taken care of by local or state facilities, but with the advent of the last economic depression, it soon became apparent that Federal aid was needed. President Hoover in 1932 asked Congress to provide loans for the states to relieve the unemployed through the Reconstruction Finance Corporation. Four years later, direct grants-in-aid for relief were proposed by Franklin D. Roosevelt and adopted by Congress. The Federal Emergency Relief Administration, set up to dispense these grants, was given broad powers.

(2) Social Security Act

As the relief program grew larger and state administrations expanded to meet need, a more specific Federal program became necessary. Relief rolls were analyzed to determine categories or special classes that were needful of assistance. Out of this evolved the

Social Security Act of August 1935. This statute provided grants-in-aid for old age assistance, administration of unemployment compensation acts, aid to dependent children, maternal and child welfare, public health and aid to the blind. Federal control was extended over the state by the passage of the act in that state programs had to conform to specified Federal standards and had to be approved by the Social Security Board which was established by the statute. The Federal Government could withhold or cease payment of Federal funds if the state's administration of these public welfare phases did not meet specifications or was not maintained in an approved manner.

(C) DEFINITION OF AID TO DEPENDENT CHILDREN

Aid to dependent children is an unrestricted payment made up of national, state and local funds, paid to the grantee-relative of a needy child who has been deprived of parental support or care, because of death, incapacity or continued absence from home of one or both parents. In approving an applicant for such aid, need is the primary consideration, however the program is essentially a long term one. Therefore the need must not be of a temporary nature. There are other eligibility factors, such as the age of the child, fitness of the parents and suitability of the home. The

purpose of the aid is to maintain the family unit and afford the child a normal family life which would not be possible without outside financial assistance.

CHAPTER II - FEDERAL ADMINISTRATION OF AID TO DEPENDENT CHILDREN IN RELATIONSHIP TO THE STATE OF MASSACHUSETTS

(A) INTRODUCTION

The basis of the present Aid to Dependent Children law is Title IV of the Social Security Act which was enacted August 14, 1935. It was subsequently amended in 1939 and 1946. (The complete text of Title IV may be found in Appendix II). The prevailing attitude which caused the Congress to include unfortunate children in the act is well set forth in the following quotation taken from the HANDBOOK OF PUBLIC ASSISTANCE ADMINISTRATION. "To live in the family to which he belongs is the foundation of a child's security. The public has an interest and an obligation in sustaining the contribution which parents and immediate family make to the development of a child. Financial inability to meet a child's needs, therefore, should not be allowed to force a parent to surrender responsibility for bringing up the child.

"The assumption underlying the aid to dependent children program is that when a family circle is broken or incomplete, or parents are handicapped by physical or mental disability, the measure most conducive to the child's welfare is the strengthening of the home against the financial impact of these lacks or losses and to give his parent, or other relative,

a chance to gain or restablish control over his affairs.

"Recognizing the fundamental need of the child for security through receiving care, guidance, and affection from his own family the aid to dependent children program is directed toward enabling the parent, or in his absence a close relative, to insure continuity in family relationships and to maintain full responsibility for a way of living in which the child naturally belongs. In addition, the program includes in its purpose, providing service, or access to other resources in the community, through which the family may realize their plans and their hopes for their children and may improve their circumstances according to their necessity and desire. Thus the purpose of aid to dependent children is twofold: (1) to make it possible for the child to remain in or return to the custody and care of his parents or of relatives who have a natural bond of affection and concern for his well-being; and (2) to enable the child's unmet need to be supplied."(1)

(B) STANDARDS FOR STATE PLANS

With the passage of Title IV, as well as other provisions of the Social Security Act, the Federal Government has set forth a pattern or basic framework upon which the states are left to build and administer

(1) HANDBOOK OF PUBLIC ASSISTANCE, Bureau of Public Assistance, Social Security Board, Federal Security Agency, Washington, D.C., 10/23/46, Part IV, pg. 3401

their own programs of public assistance. To receive Federal aid however, it is necessary for the states to meet specified standards as set up under the act. Under Title IV, a state plan must "(1) provide that it shall be in effect in all political subdivisions of the State, and, if administered by them, be mandatory upon them; (2) provide for financial participation by the State; (3) either provide for the establishment or designation of a single State agency to administer the plan, or provide for the establishment or designation of a single State agency to supervise the administration of the plan; (4) provide for granting to any individual, whose claim with respect to aid to a dependent child is denied, an opportunity for a fair hearing before such State agency; (5) provide such methods of administration (including after January 1, 1940 methods relating to the establishment and maintenance of personnel standards on a merit basis, except that the Administrator shall exercise no authority with respect to the selection, tenure of office, and compensation of any individual employed in accordance with such methods) as are found by the Administrator to be necessary for the proper and efficient operation of the plan; (6) provide that the State agency will make such reports, in such form and containing such information, as the Administrator may from time to time require, and comply with such pro-

visions as the Administrator may from time to time find necessary to assure the correctness and verification of such reports; (7) provide that the State agency shall in determining need, take into consideration any other income and resources of any child claiming aid to dependent children; and (8) provide safeguards which restrict the use or disclosure of information concerning applicants to purposes directly connected with the administration of aid to dependent children." (1)

Any plan which meets the above requirements will be approved by the Administrator except that no plan will be approved that imposes a residence requirement of more than one year for a dependent or that refuses aid to the mother of an infant when the mother has been a resident of the state for one year prior to the birth.

(C) FINANCIAL AID TO THE STATES

Commencing October 1, 1946, the Federal Government has reimbursed the states $24.00 monthly for the first child in a family receiving aid to dependent children and $15.00 for every additional child.

"(a) Two-thirds of such expenditures, not counting so much of any expenditures with respect to any

(1) Section 402 (a) of the Social Security Act as amended in 1946, Title IV

month as exceeds the product of $9.00 multiplied by the total number of dependent children with respect to whom aid to dependent children is paid for such month, plus (b) one-half of the amount by which such expenditures exceed the maximum which may be counted under clause (a) ---."[1]

An easier method of computing the Federal share is to take one-half of the amount subject to Federal matching, i.e. $24.00 for the first child in a family and $15.00 for every additional child and add this to the product of $1.50 times the total number of eligible children. The Federal Government also assumes one-half the cost of the administration of the aid to dependent children program.

The state prior to the beginning of every quarter files with the administrator a report estimating the sum to be expended during such quarter, the amount the state and its subdivisions have appropriated for this purpose. If the state does not have available its share of the costs of the program, a statement must be made as to how the deficit is to be met. The report must also show the total number of dependent children within the state, and such other information as the Administrator may deem necessary.

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(1) Section 403 (a), Social Security Act - see Appendix for copy of McFarland Amendment which is pending. The above section will be changed in the direction of an increase.

The Administrator then decreases or increases the state estimate to correct for errors in estimates for previous quarters. He may also decrease the estimate for the Federal share of any amount recovered by the state in regard to aid to dependent children. The final estimate is then certified to the Secretary of the Treasury. The Secretary of the Treasury makes payment to the state at the time fixed by the Administrator.

If the Administrator finds after notice and hearing that any state plan has so changed as to impose residence requirements prohibited by the act, or is not meeting the basic requirements of Section 402 (a) of Title IV, notice will be given the state that further Federal funds will not be forthcoming until the state program is brought into conformity with Federal standards.

(D) DEFINITION OF DEPENDENT CHILD

"The term 'dependent child' means a needy child under the age of sixteen or under the age of eighteen if found by the State agency to be regularly attending school, who has been deprived of parental support or care by reason of the death, continued absence from the home, or physical or mental incapacity of a parent, and who is living with his father, mother, grandfather, grandmother, brother, sister, stepfather,

stepmother, stepbrother, stepsister, uncle, or aunt in a place of residence maintained by one or more of such relatives as his or their own home."(1)

(E) FEDERAL ORGANIZATION

The Federal organization set up to administer the Social Security Act was created by executive order in 1935. Under the Reorganization Act of 1947, the name of the Social Security Board was changed to the Federal Security Agency. A Commissioner was named to direct and supervise the Social Security administration. Directly beneath him in authority is the Deputy Commissioner. The Deputy Commissioner coordinates the activities and operations of the administration and directs staff services.

The Bureau of Public Assistance has the responsibility of determining whether or not state plans conform to the Social Security Act, and whether state plans are actually operating within the spirit of the act. The Bureau reviews state estimates of funds required for public assistance programs and recommends amounts of Federal aid. The Bureau maintains continuous research in the field and makes recommendations to improve Federal laws and to the states to

(1) Section 406 (a), Title IV, Social Security Act

improve state administration of existing legislation in the field of public assistance.

To expedite the administration of the Social Security Act, the United States is divided into twelve regions. (There are also regional offices in Alaska and Hawaii.) Each region is under a Regional Director and an Assistant Regional Director, who are in turn supervised by the Deputy Commissioner. The Regional Director is the spokesman of the administration within the region and is in administrative control of personnel and services within the region. Massachusetts is lumped with the other five New England states, viz., Vermont, Rhode Island, Connecticut, New Hampshire, and Maine.

The Public Assistance Regional Representative is under the general supervision of the Regional Director and the technical supervision of the Bureau of Public Assistance and is responsible for carrying out Bureau policies within the region. The Regional representative consults with state officials and agencies concerning administration of public assistance, performs initial reviews and clearance of state plan material, analyzes state grant estimates, and provides general supervision and leadership. The Associate Public Assistance Representative has the same duties and responsibilities.

Working under the Regional Public Assistance Representative are four analysts who do field work throughout the region. The analysts obtain statistical information from local administrators of public assistance programs. The information is analyzed to determine whether a state plan is meeting its purpose, if money is going to eligible people, and to make an objective evaluation and analysis.(1)

(1) A complete chart of federal, state and local organization may be found with a chart showing expenditures for 1946-1947 in the five New England states for assistance payments and administration on the three government levels, in Appendix II

CHAPTER III - STATE ADMINISTRATION OF AID TO DEPENDENT CHILDREN

(A) STATEMENT OF THE AID TO DEPENDENT CHILDREN LAW

Attached below is a copy of the present aid to dependent children law in the state of Massachusetts.

The Commonwealth of Massachusetts

DEPARTMENT OF PUBLIC WELFARE

The Aid To Dependent Children Law

Revised January, 1947

Publication of this Document Approved by the Commission on Administration and Finance
2m-(b)-10-'47—22045.

GENERAL LAWS

CHAPTER 118

AID TO DEPENDENT CHILDREN

SECTION 1. **Definitions.** The following words and phrases as used in this chapter, unless the context otherwise requires, shall have the following meanings:—

"Dependent child", a child under the age of sixteen, or under the age of eighteen if found to be regularly attending school, who has been deprived of parental support or care by reason of the death, continued absence from home or physical or mental incapacity of a parent, and who is living with his father, mother, grandfather, grandmother, brother, sister, stepfather, stepmother, stepbrother, stepsister, uncle or aunt in a place of residence maintained by one or more of such relatives as his or their own home, whether or not they or any of them have a settlement within the commonwealth.

"Aid to dependent children", money payment with respect to a dependent child or dependent children.

"Department", the department of public welfare.

"Parent" shall include any relative described in the paragraph of this section defining "Dependent child", in respect to dependent children in his or her care or custody.

SECTION 2. **Board of public welfare to furnish aid to parents with dependent children.** In every town the board of public welfare, subject to the supervision of the department and in compliance with the rules and regulations adopted by the department pursuant to the provisions of this chapter, shall aid every parent in properly bringing up, in his or her own home, each dependent child if such parent is fit to bring up such child, but no aid shall be granted under this chapter for or on account of any child unless (1) such child has resided in the commonwealth one year immediately preceding the application for such aid, or (2) such child was born within the commonwealth within one year immediately preceding such application, if its mother has resided in the commonwealth for one year immediately preceding the birth. The aid furnished shall be sufficient to enable such parent to bring up such child or children properly in his or her own home, and shall be in an amount to be determined in accordance with budgetary standards as approved by the department, and shall be granted from the date of application therefor, and no person shall be denied aid under this chapter because of the lack of a legal settlement in the commonwealth or in the town from which such aid is requested. In the event of the commitment of any such parent to an institution as an insane person, expenses for medical, hospital and other services rendered on account of such parent or any dependent child in his or her care or custody, including expenses of the funeral of any such dependent child who may have died, which remain unpaid at the time of such commitment may be paid by the town directly to the person furnishing such services, subject to any rule or regulation of the department relative to reimbursement under this chapter. In the event of the death of any such parent, expenses for medical, hospital and other services rendered on account of such parent or any dependent child in his or her care or custody, including expenses of

the funeral of any such dependent child who may have died, which remain unpaid at the time of the death of such parent, and also expenses of the funeral of such parent, may be paid by the town directly to the person furnishing such services, subject to any rule or regulation of the department relative to reimbursement under this chapter. In addition, expenses for medical, hospital and other services rendered on account of such parent or any dependent child in his or her care or custody, including expenses of the funeral of any such dependent child who may have died, may be paid by the town directly to the person furnishing such services, subject to any rule or regulation of the department relative to reimbursement under this chapter, in any case where such payment is necessary to discharge an obligation incurred in securing such services for such parent or dependent child. Nothing in this chapter shall be construed as authorizing any public official, agent or representative, in carrying out any provision of this chapter, to take charge of any child over the objection of either the father or the mother of such child, or of the person standing in loco parentis to such child, except pursuant to a proper court order.

SECTION 2A. **Needs of certain persons included in establishing amount of aid.** In establishing the amount of aid to be granted to any family for the aid of one or more dependent children, the needs of the following persons shall be included, in addition to those mentioned in section one, and shall also be included in the reimbursement by the commonwealth: the husband or wife of a parent if such parent is married, and the unmarried brothers and sisters under the age of twenty-one years of the dependent children who are living in the home of a parent and the dependent children.

SECTION 3. **Investigations.** Except as hereinafter provided, before so aiding any parent the board of public welfare shall have determined that the parent is fit to bring up such child or children and that the other members of the household and the surroundings of the home are such as to make for good character, and that aid from the board is necessary to enable such parent to bring up such child or children properly. For this purpose the board shall make an immediate and careful inquiry, including the resources of the family and the ability of its other members, if any, to work or otherwise contribute to its support, the existence of relatives able to assist the family, and individuals, societies or agencies who may be interested therein; shall take all lawful means to compel all persons bound to support such parent and such child or children to support them, and to enforce any other legal rights for their benefit; shall press all members of the family who are able to work, other than such parent and such child or dependent children, to secure work; shall try to secure work for them; and shall secure all necessary aid for such parent and such child or children which can be secured from relatives, organizations or individuals. This section shall not prevent such board of public welfare from giving prompt and suitable temporary aid, pending compliance with the requirements of this section, when in its opinion such aid is necessary and cannot be obtained from other sources. A detailed statement of expenses incurred under this section shall be rendered to the department, together with such certificates or other guarantees as it may require.

SECTION 4. **Visitations.** The board of public welfare, either by one of its own number or by its duly appointed agent, shall visit at least once in every three months, at their homes or other places where they may be living,

every such parent and dependent child or children who are being aided financially or otherwise by said board, and after each visit shall make and keep on file as a part of its official records a detail statement of the condition of the home and family and all other data which may assist in determining the wisdom of the measures taken and the advisability of their continuance; and such board shall at least once in each year reconsider the case of each such parent with whom it is dealing, and enter its determination with the reason therefor on its official records.

SECTION 4A. **Recipients receiving aid may be absent from commonwealth.** Any parent receiving aid under this chapter, or any child for whose bringing up such aid is furnished, may be absent from the commonwealth on visit without having such aid suspended. Such parent, before his departure or the departure of the child from the commonwealth and following return thereto, shall notify the board of public welfare of the town granting such aid. The department may provide by rules or regulations for the continuation of such aid during such period as it may deem proper with respect to cases where the suspension of such aid because of absence from the commonwealth would result in undue hardship or be inconsistent with the purposes of this chapter.

The department may also provide by rules and regulations for the payment of aid under this chapter for a parent and child or children who have moved permanently from the commonwealth to another state, so as to continue said aid until such time as may be reasonably necessary for such parent to meet requirements for receiving similar aid from such other state; provided, that after the expiration of a period of three months' residence in such other state, the amount of such aid shall not exceed the amount of aid that the parent would receive from such other state if eligible therefor; and provided, further, that such aid shall be granted only when reciprocal agreements are in effect between this commonwealth and said state under section nine A of chapter one hundred and twenty-one.

SECTION 5. **Department to supervise work of local boards.** The department shall supervise the administration of this chapter, and for this purpose may adopt rules and regulations for its efficient administration, and may take such further action as may be necessary or desirable for carrying out its purposes in conformity with all requirements governing the allowance of federal aid to the commonwealth as a grant for aid to dependent children. The rules and regulations adopted by the department may include, among others, provisions relative to notice and reimbursement, provisions for the organization of the activities of local boards under this chapter, including provisions as to adequacy of personnel and for a uniform system of records and accounts to be kept by the local boards, and the manner and form of making reports to the department. The department may visit and inspect any or all families so aided, and shall have access to any records and other data kept by such boards or their representatives relating to such aid, and may require the production of books and papers and the testimony of witnesses under oath. The department shall make an annual report, and shall make such reports to the social security board established under the federal social security act, approved August fourteenth, nineteen hundred and thirty-five, as may be necessary to secure to the commonwealth the benefits of said act.

SECTION 6. **Cities and towns, reimbursement of, in certain cases.** In respect to all sums disbursed for aid under this chapter, the town dis-

bursing the same shall submit, on forms established by the department, statements of sums so disbursed by said town and, if such expenditure has been approved by the department, shall be reimbursed by the commonwealth, to the extent of the moneys received by it from the federal government on account of such disbursements, under the provisions of the federal social security act, as amended, and also for one third of the total amount disbursed. The approval of accounts by the department under this chapter shall have the effect of a provisional pre-audit of such accounts, and reimbursements based thereon shall be subject to verification and adjustment by the department. Such adjustments shall be made by reducing or increasing any subsequent reimbursements under this chapter by the amount of such adjustment.

SECTION 7. **Allotment of federal funds.** Money received by the commonwealth from the federal government as a grant for aid to dependent children shall be paid to the several cities and towns as allotted by the department, and shall be kept as a separate account by every such city and town and used only for purposes specified by the department, notwithstanding the provisions of section fifty-three of chapter forty-four.

SECTION 8. **Appeal in cases of refusal to aid.** Any person aggrieved by the failure of any town to render adequate aid under this chapter, or by the failure of the board of public welfare of a town to approve or reject an application for aid hereunder within thirty days after receiving such application, shall have a right to a fair hearing, after due notice, upon appeal to the department. Such hearing shall be conducted by a referee designated by the commissioner. Any person so designated is hereby empowered to subpoena witnesses, administer oaths, take testimony and secure the production of such books, papers, records and documents as may be relevant to such hearing. The decision of the referee, when approved by the commissioner, shall be the decision of the department and shall be final and binding upon the local board of public welfare involved and shall be complied with by such local board. Fair hearings shall be granted upon any appeal in relation to the following matters:

1. The matter of denial of aid by the local board of public welfare;
2. The matter of a change in the amount of aid given;
3. The matter of withdrawal of aid.

The department upon its own motion may review any decision of a local board of public welfare and may consider any application upon which a decision has not been made by such board within a reasonable time.

SECTION 9. **Option.** If an application for aid under this chapter is affected by the eligibility of the applicant to receive benefits under chapter one hundred and fifteen. the applicant shall be entitled to exercise such options and execute such waivers as may be necessary to receive the aid which he seeks.

SECTION 10. **Aid not subject to attachment, etc.** Aid hereunder shall not be subject to trustee process and no assignment thereof shall be valid. No applicant for aid hereunder who knowingly makes any false statement, or seeks to perpetrate any fraud or deception, in or relative to his application for such aid, shall be granted any aid hereunder upon such application, nor shall he be eligible for one year thereafter to make further application for such aid or to receive the same.

(B) LAWS GOVERNING ORGANIZATION SET-UP (1) (2)

The Department of Public Welfare of Massachusetts was established under Section 1, Chapter 18 of the General Laws. The Department is under the control of a Commissioner and an Advisory Board of six members. The Commissioner and the Advisory Board are appointed by the Governor with the consent of the Council - the Commissioner for a five year term and the members of the Advisory Board for terms of three years.

The Department is divided into Bureaus and Divisions to expedite its functions. The Bureau of Accounts audits claims from cities and towns throughout the state for reimbursement of funds expended for public assistance programs.

The Bureau of Research and Statistics collects, compiles, analyzes and publishes statistics on all types of assistance provided throughout the state. This Bureau prepares monthly and quarterly reports for the Federal Security Agency and issues bulletins for local boards of public welfare.

The Division of Aid and Relief through seven districts supervises and advises local boards of public welfare. This Division formulates the policies

(1) All laws or sections of laws pertaining to state organization will be found in Appendix III

(2) Organizational chart showing three levels of government will be found in Appendix II

and procedures to be followed by local boards to conform with the state and Federal laws pertaining to aid to dependent children.

The Subdivision of Appeals set up under the Division of Aid and Relief allows recipients or applicants who are dissatisfied with the decision of a local board of public welfare a chance to be heard.

(C) FINANCIAL

Massachusetts assumes a flat one-third of the actual cost of the aid to dependent children program, i.e. payments to recipients. The state does not assume any of the expenses of administration by local boards. The financial burden of the program is largely borne by local government. (See ~~Tables~~ Charts in Appendix V). Since 1939 the following amounts have been spent in Massachusetts for aid to dependent children:

1939 ---------	$7,464,876	
1940 ---------	8,485,493	
1941 ---------	8,642,863	
1942 ---------	8,159,587	
1943 ---------	6,826,921	
1944 ---------	6,477,712	
1945 ---------	6,964,284	
1946 ---------	8,492,493	
1947 ---------	10,796,009	(1)

As can be seen from the above figures, except for the war years, the cost of the aid to dependent children has been steadily on the increase. The large increase from 1946

(1) Figures obtained from the Division of Aid and Relief, State House, Boston.

to 1947 is due in large part to an increase in the size of the individual grants rather than a large number of additional cases.

The case load and monthly expenditures for 1947 and January and February of 1948 are as follows:

1947	Case Load	Amount
January	8568	$851,317
February	8746	848,438
March	8888	862,530
April	9059	870,288
May	9133	873,123
June	9250	884,129
July	9283	879,025
August	9294	880,712
September	9403	907,025
October	9442	962,654
November	9504	993,436
December	9710	1,019,332
1948		
January	9817	1,014,561
February	9940	1,034,893 (1)

The number of recipients and the total grants accorded them by each state for the month of December 1947 may be found in Table #2 in Appendix III. During this period the state of Massachusetts ranked second only to California in the average amount of grant per family. The average grant for Massachusetts was $104.98 for the month of December, 1947. The average grant in California was $105.57 and the national average was $63.02. (2)

Of interest is the following statistical summary of the aid to dependent children program in Massachusetts as of December, 1947.

(1) Figures obtained from the Division of Aid and Relief, State House, Boston
(2) Figures from Regional Office, Fed.Sec.Agency, Boston

Recipients

Number, December 1947	9,710 families 24,007 children
% change from December 1946	14.9
Recipient rate, June 1947	13
State rank	33
% change in applications received Dec. quarter 1946 to Dec. quarter 1947	19.6

Assistance Payments

Total for 1947 (in thousands)	10,812
% change from 1946	27.3
Amount per inhabitant, 1946-47	2.09
State rank	16
Source of funds, %	
Federal	26.4
State	33.3
Local	40.3
Average payment, December, 1947	$104.98
Change from December, 1946, %	11.8

Administration Expenses and Personnel

Expenditures for administration, 1947 (in thousands)	650
% change from 1946	12.7
Source of funds, %	
Federal	50.0
State	9.1
Local	40.9

Number of Employees

	Total	Executives and Social Workers	All Others
Total	2129	1089	1040
State	247	89	158
Local	1882	1000	882 (1)

(D) SUPERVISION

The Social Security Act (2) provides that in order for a state to be eligible for Federal funds, it

(1) Figures from Regional Office, Federal Security Agency, Boston

(2) See Appendix II

must provide for a single state agency to administer its program or designate a single state agency to supervise the administration of the program. Massachusetts complies with the Social Security Act in designating the Department of Public Welfare as supervisory agent of the local boards of public welfare. The Department issues a body of administrative law entitled MANUAL OF PUBLIC ASSISTANCE, the contents of which will be outlined in Chapter IV of this paper, setting forth assistance policies and procedures. (The copy loaned me was dated November 1, 1943 and is presumably the latest.)

Supervision is affected through seven district offices. The districts and the district offices are as follows: District # 1, Springfield; District # 2, Worcester; District # 3; Lawrence; District # 4, Malden; District # 5, Brockton; District # 6, New Bedford; District # 7, Boston.[1] District social workers visit and consult with local boards to interpret Department of Public Welfare policies and procedures. The Department issues bulletins from time to time, and it is necessary for all district workers to see them. Local boards must abide by all mandatory minimum requirements indicated in the MANUAL and the bulletins by the word "must".[2]

(1) See map of districts and counties in Appendix III

(2) MANUAL OF PUBLIC ASSISTANCE, page iv

From time to time, case reviews (1) are made in every town and city, or when irregularities are suspected. Such a review consists of checking about ten percent of the cases of a local board. An analysis of the review will show not only whether the local board is conforming to state law and policy, but will demonstrate the comparative efficiency of the local administration. If a local board refuses to conform after being notified of irregularities, state reimbursement may cease.

The state also supervises local administration through the Subdivision of Appeals, in that local boards must comply to an appeal decision or be subject to court action.

(1) Forms used by the state for case review may be found in Appendix III

CHAPTER IV - LOCAL ADMINISTRATION OF AID TO DEPENDENT CHILDREN

(A) LOCAL BOARDS OF PUBLIC WELFARE (1) (2)

Local boards of public welfare in Massachusetts vary in form. The selectmen may serve along with their other duties (Chapter 41, Section 31, General Laws), the board may be elected, or may be appointed by the selectmen (Chapter 41, Section 1, General Laws). The board may be elected by the town voters and have one paid agent, or there may be an elected board with an agent and a staff. Regardless of the form of the local board, the functions are supposed to be uniform.

Since the form of the local boards is optional with the town or city and the Department of Public Welfare has established no set standards for staffing by size of case load, there is a tremendous variation in number and type of staff in relation to case load. A statistical report for June 1946 (3) shows for instance in a town in District V (4), there are 125 public assistance (5) cases and there is no staff except the three members of the Board of Public

(1) All laws relevant will be found in Appendix IV (Civil Service provisions in Appendix III)
(2) See organization chart in Appendix II
(3) Report obtained from Regional Office, Federal Security Agency, Boston
(4) See map in Appendix III and text, page 27
(5) Term "public assistance" includes aid to dependent children, old age assistance and general assistance - abbreviated as ADC, OAA and GA

Welfare, one of whom as clerk of the Board does the work. In contrast, another town with 128 cases has a full-time agent, social worker and clerk. Another example of variation in staffing of towns which had the same case load is that of two towns which had 182 cases receiving public assistance. One staff consisted of the agent, a full-time social worker, a senior clerk and two junior clerks. The other was made up of an agent and three clerks. Three other towns, their case loads and staffs are listed below.

Towns	Case Load	Staff
A	329	1 agent 1 supervisor 2 social workers 3 clerks
B	350	1 agent 2 social workers 1 clerk
C	444	1 agent 1 supervisor 1 chief clerk (1) 2 junior clerks

In addition to a complete lack of standardization in staffing, the actual mechanics of operation is individualized by the town or city. There

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(1) All facts have been obtained from the Statistical Report of June 1946 mentioned on previous page - see Footnote # 3 on previous page. This material is unpublished.

is no set rule or form showing which person handles which program or who is accountable to whom. To cite some examples, in the city of "A", the supervisor supervises two social workers, one of whom handles only OAA.[1] The other who handles OAA, ADC and GA,[1] is accountable for her OAA work to the supervisor and directly to the agent for her ADC and GA work. In the city of "B", with 2,357 public assistance cases, the Executive Director directly supervises the two general assistant social workers; the principal social work supervisor supervises the ADC social worker, the OAA supervisor and the OAA social workers. In the city of "C", the Commissioner directly supervises the two ADC social workers and the two general assistant social workers. The Supervisor works only with the four OAA social workers.[2]

(B) APPLICATION FOR AID TO DEPENDENT CHILDREN[3] [4]

When a person applies for aid to dependent children, he is requested to fill out an application blank. During the interview which follows, the social worker explains to the applicant that if he is accepted for aid, he must expect home visits, collateral contacts and continuing investigations. The social worker will

(1) OAA, old age assistance; ADC, aid to dependent children; GA, general assistance.
(2) See Table 3 in Appendix IV for more information
(3) All information contained in Sections B through N following, unless otherwise noted, has been obtained from the MANUAL OF PUBLIC ASSISTANCE, see pg.27
(4) All forms used in local administration may be found in Appendix IV.

also explain what documents are necessary to prove eligibility. In case the person applying for aid seems incompetent (because of age etc.) to secure evidence necessary to prove eligibility, the social worker should help him. At this initial interview, the applicant will be asked questions pertaining to his family, reason for application, health and employment. The right and method of appeal should be explained to the applicant in case his request for assistance is refused. The social worker at this time will also make known the penalties for fraudulent application.

Upon completion of the interview the petitioner will be given a copy of the application blank, and the date on the latter form will be that upon which payments commence if approval for assistance is granted. While investigation is taking place to determine eligibility for aid to dependent children, if a person is in dire need, he may receive aid through general relief. If the applicant is ineligible in the opinion of the social worker, the latter must tell him so, but if the applicant does not wish to withdraw his application, the investigation must be completed.

After the request for assistance has been made to the local board of public welfare, the social worker, who has taken the application, attempts to find out if this person or his family has ever

received public aid before. The master file in the local office should contain this information. If there is a card in the master file for the applicant, much needed information will be found in the case history of the individual which will help in determining eligibility for ADC. Other agencies in the vicinity should also be consulted. Knowledge obtained from them may prevent duplication and assist in establishing eligibility.

The Social Service Index at 41 Hawkins Street, Boston should be notified. This agency maintains cards of requests of persons for assistance from both private and public instrumentalities throughout the state. When a case is registered with the Index, the agency allows this information to be passed on to other interested agencies. The local board will receive from the Index, if the person is known, photostatic copy of the Index record. If the person is not known to the Index, the local board will be so notified, but a record will thus have been started.

When a person has applied for aid a card should be made out for him and placed in the master file. A case history should also be commenced immediately. Investigation by the social worker is the next step in the process.

(C) INVESTIGATION OF THE APPLICANT

"Investigation is a joint effort by two

people to combine their knowledge and understanding about needs and resources in such a way as to determine whether one is eligible for aid requested under laws set up by society and administered by the other. A proper investigation is made only when both types of knowledge are combined."[1] It is the duty of the social worker who should have a thorough knowledge of the aid to dependent children law and the policies of the Department of Public Welfare to interpret the law and make departmental policies known to the applicant. The person applying for assistance, on the other hand, knows his own situation better than anyone and can speed the process of investigation by honestly disclosing all information pertaining to his need and desire for assistance.

The first step in investigation is the social worker's review of the application blank and any other information already available. In some phase of the inquiry a home visit to the applicant is necessary. Here the investigator will get a truer picture of the applicant's needs and living arrangements. Also information may be given in home surroundings that would not be forthcoming in the board office.

(D) DETERMINATION OF ELIGIBILITY

(1) Need as an Eligibility Requirement

In aid to dependent children as in all

(1) MANUAL OF PUBLIC ASSISTANCE, Dept. of P.W., page 89

phases of public assistance, need is the primary prerequisite. "'Need' may be defined as a condition resulting from lack of income or other resources sufficient to main-tain a standard of living compatible with health, self-respect and decency."[1] The Department of Public Welfare of Massachusetts has compiled a Standard Budget in which are set forth items essential for the maintenance of health, self-respect and decency, and the prices at which these items should be purchased. (This budget is based on state-wide costs and is frequently revised to meet changing conditions.) Need is determined to exist when the total income and resources of a person are not enough to meet the total costs of necessities as outlined in the Standard Budget. (See Section H in this Chapter for greater detail on the Standard Budget.)

In determining the resources of a family, wages is one of the first categories of resources to be verified. If a member of the family is working, verification may be accomplished by an interview or letter from the employer of the wage-earner. If the wage-earner is on a piece-work basis, the average income over a ten week period should be used. In seasonal employment, an average over a longer period is necessary to present a true picture. The home occupied by the

(1) MANUAL OF PUBLIC ASSISTANCE, Dept. of P.W., page 123

applicant, if owned by him, is a resource. If the owned home is a two or more family house, income from rentals must be included. Regular assistance from relatives in the form of cash, board and room or clothing is included as a resource. Money contributed by a private agency or friend for a specific purposemay not be added as a resource but must be used for the purpose for which it was contributed. When there is a boarder or lodger in the home of an applicant for ADC and his payments are equal or higher than those set up by the Standard Budget for room rent or board and room, the payment of the boarder must be added as a resource. Any annuities, trust funds or pensions must be verified and added as a resource.

(2) Age as an Eligibility Requirement

In order to be eligible for ADC, a child must be under sixteen years of age, or, if regularly attending school, under eighteen. Documentary proof of age is necessary. The best evidence of age is of course a birth certificate. If this is not available, a baptismal or school record of age will be accepted. If no one of the three proofs mentioned is available, and the latter fact is verified, any of the below will be accepted:

1. Confirmation or communion record
2. Bible record or family register, provided printed date of the book precedes the date of birth

3. Record of genealogical society
4. A newspaper clipping reporting the birth of the applicant
5. A letter or diary written at the time of the applicant's birth giving the birth date
6. A statement of age or birth date from the hospital where the individual was born or from the physician who attended the birth.

If none of the documents listed are available, and this fact is verified and recorded, a signed or sworn statement from a person who is not a relative who had knowledge of the date of birth of the applicant will be accepted.

(3) Residence as an Eligibility Requirement

Residence is defined as the establishment of a home. A child to be eligible must have lived in the state one year prior to application. If it is an infant less than one year of age, it is necessary to prove that the child was born in the state and that the mother was a resident one year before application was made. It is also necessary to prove that the child is residing with the grantee-relative who will receive aid for him. Residence of a child of school age can be determined by the school record. Accepted documentary evidence of the parent's residence for the year may be one of the following:

1. a voting record
2. a poll tax record
3. a record that the person was assessed as a resident property owner
4. a rent, gas, electricity or telephone receipt in the person's name
5. other receipts giving the name and address

of the person

6. a post office record
7. an employment record giving the name and address of the person
8. a record giving the name and address of the person obtained from a trade union, fraternal society, clinic, hospital, public or private social agency, church
9. a census record
10. a record from a insurance company or an insurance payment book giving the name and address of the person
11. a bank record giving the person's name and address on a deposit slip or on the card when an account was opened
12. a post-marked letter giving the name and address of the person
13. a city or town directory, a street list, or a police list giving the name and address of the person
14. a library card giving the person's name and address
15. a real estate record, such as lease, mortgage or deed giving the person's name and address
16. a record of a furniture moving company giving the name and address of the person
17. a credit account or installment purchase book giving the name and address of the person
18. an eviction notice or court record of eviction giving the person's address
19. a record from a landlord or rental agency giving the person's name and address
20. a school record giving the person's name and address
21. a Civil Service record giving the person's name and address
22. any other official record giving the name and address of the person

If none of the documentary evidence listed above is available, a notarized or signed statement under oath by an unrelated person as to the residence of the applicant will be accepted.

(4) Ownership of Property in Relation to Eligibility

Ownership of several pieces of property does not render an applicant ineligible for ADC. However if property is owned other than the home, an effort must be made to sell this property and a reasonable offer must be taken, if a person is to receive aid. The amount and value of property owned, if the grantee-relative is other than the parent is immaterial. If the child is living with persons other than his parents, the parents may own several pieces of property without affecting the child's eligibility. However the income from such property in this circumstance must be considered in determining the parent's ability to support the child.

(5) Personal Property as an Eligibility Factor

An applicant to be eligible for ADC, must not own personal property of more than $300.00 value. Personal property includes cash on hand or in a safe deposit box, cash in any kind of bank, postal savings, stocks, bonds, war savings bonds or stamps, mortgages held on property owned by others, trust funds and settlements available for use in a lump sum. Matured endowment insurance is equivalent to cash in the bank and must be included. Property such as diamonds or household furniture that is not bought for re-sale should not be added.

If the grantee-relative is not a legally liable relative, the amount and value of personal property is immaterial.

(6) Loss of Parental Support or Care as an Eligibility Factor

To be eligible for ADC, a child must have been dispossessed of parental support or care. There must be a direct relationship between need and the loss of parental support or care. Need cannot stand alone. Deprivation of support or care may be due to several causes such as death of either parent, continued absence from home of either parent or the physical or mental incapacity of either parent.

(a) Death

If death is the cause of loss of support or care, the death must be verified by one of the following documents:

(1) a record from the Department of Vital Statistics or from a city or town clerk
(2) a receipt or bill from the undertaker
(3) a statement from the attending physician or from the hospital where the death occurred
(4) proof of the payment of death benefits by an insurance company, benefit society or fraternal organization
(5) a statement from the clergyman who performed the final rites
(6) a mortuary record or cemetery record
(7) a newspaper obituary notice

If none of the above is available and

this fact is verified, one of the following will be accepted:

1. listing of the death in a family bible which was printed before the date of the death
2. a diary or letter written at the time of death recording it
3. an affidavit from a person present at the death or the funeral,

If the father of a child dies, and the mother remarries and the stepfather is not willing to aid the child financially, this fact does not render the child ineligible for ADC.

When a family is deprived of parental support or care, the total family needs may be made a part of the program, not just that of the eligible child.

(b) Incapacity

Physical or mental incapacity of either parent must be an actual lack of physical or mental power and must be verified. The inability of a parent to earn sufficient income due to economic situations or other conditions, when not related to incapacity, is not grounds for aid. Incapacity is verified by a physician designated by the local board of public welfare. The physician is requested to fill out a Department of Public Welfare Form SS-12. The information filled in on this form is used by the local board in determining the eligibility of the applicant and any plans for rehabilitation if possible. The nature of the disability determines the frequency of re-examination. If the disability is

permanent, re-examination should be at least as frequent as every three months.

(c) Continued Absence

Continued absence from home may be for a number of reasons, some compulsory and others willful, but in either circumstance when it deprives a child of support or care, the child becomes eligible for ADC.

Support or care may be lost to a child when one of his parents is committed to a penal institution. For the child to become eligible, the commitment must be verified by a court record, conversation with or letters from officials of the penal institution, or information from the Department of Correction.

(d) Desertion

Lack of support or care may be due to desertion by one of the parents. Desertion must have taken place six months prior to the application for aid, and support and care must have been lacking during the intervening period. Desertion must be verified by a court record showing non-support action, through a record of a complaint to the police in the community, through correspondence with out-of-town agencies about the desertion, through letters written at the time, or through the records of social agencies. If none of these is available, there may be a verification through a recorded employer, a physician or some other res-

ponsible person who has a personal knowledge of the desertion and the length of time it has existed.

(e) Divorce or Annulment

Divorce or annulment of marriage may deprive a child of support or care. If this is the case, the divorce or annulment must be verified by a court record, an attorney of the client or newspaper report. Eligibility is possible from the date of divorce.

(f) Separation

Separation of the parents may result in loss of care or support for the child. Separation may be by agreement of the parents or by court action. If it is the latter, the fact may be verified by the court records, and the child is eligible from the date of decree. When separation is by agreement, eligibility does not commence until six months after separation occurred. A statement that separation exists by the parent with whom the child is living, supported by others, is sufficient evidence to warrant eligibility in this case.

(g) Service in the Armed Forces

Service in the Armed Forces may cause a parent to be absent from home and result in loss of parental care and support. In case the allotments of the parent are not sufficient to meet financial needs and other demands of eligibility are complied with,

aid will be granted.

(h) Illegitimacy

Illegitimacy is another cause of deprivation of care and support. If paternity is established by court action, this fact must be verified by court records, by the statement of an attorney or a sworn agreement. If paternity has not been established by court action, a notarized statement of the father acknowledging paternity is expedient. It is desirable in both cases to obtain a recorded agreement to support the child.

In all aid to dependent children cases, it is necessary that need be proven and that this need extend in all probability beyond a three months period.(1)

(E) RELATIONSHIP OF GRANTEE-RELATIVE AND CHILD

As has been stated previously in this paper, one of the chief aims of the aid to dependent children program is to maintain the "home unit" where possible and to give the child a normal childhood. It is imperative therefore that the recipient of aid be a person who is vitally interested in the child for whom aid is requested. The Department of Public Welfare

(1) See Tables # 4 and 5 in Appendix IV for a statistical breakdown of reasons for lack of support and care by parents.

accepts only the following relatives of a child as grantee-relatives: father, mother, brother, sister, uncle, aunt, adoptive mother, adoptive father, adoptive brother, adoptivesister, grandmother, grandfather, great grandmother, great grandfather, great uncle, great aunt, great great uncle, great great aunt, uncle-in-law, aunt-in-law, brother or sister of the half-blood, brother-in-law, sister-in-law, stepmother, stepfather. Also included is the adoptive grandparent if the grandchild is the natural child of the parent who was adopted by the grandparent. Grandfather-in-law and grandmother-in-law are included when they apply to a person who, by a subsequent marriage, has married one of the child's own natural grandparents.

The relationship of the grantee-relative to the child must be verified. The intimacy of the relationship will largely determine the ease with which verification may be accomplished. If the grantee-relative is one of the natural parents of the child, a birth certificate or school record, census records, or hospital or clinic records will suffice. When the child is adopted, adoption papers or court records furnish proof of relationship. When the relationship is more distant, the same records may be used, but the procedure is a little more complicated.

In any of the above kinships, when

documentary evidence is unavailable and this latter fact is verified, a notarized statement may be made by some person who has knowledge of the relationship.

(F) SUITABLE HOME

In determining whether or not a home is suitable, the welfare of the child is the primary consideration. Except for lack of finances, is the environment such that would be conducive in producing good citizens and in forming a well-rounded personality? A home should meet certain physical requirements such as a sanitary toilet, separate beds for each child, adequate heat and light, and outside ventilation.

In a suitable home, a child should have regular, well-balanced meals, regular sleep and rest, his religious faith should be supported and educational opportunities provided. Above all the child must be wanted in the home and loved.

(G) REGULAR SCHOOL ATTENDANCE

A child between the ages of sixteen and eighteen who meets other requirements is eligible for ADC, if regularly attending school. Regular school attendance is meant attendance at a public school by a full-time student of one hundred and eighty days, (less fourteen days of excusable absence). If unavoidably a child is absent for more than fourteen days, but will still be considered in regular attendance in other than

the public school, any school that is accredited by the State Department of Education will be recognized as regular school attendance.

During the summer months, a child between the ages of sixteen and eighteen continues eligible if he intends to return to school in the fall.

The regular attendance of a child receiving aid must be verified monthly by the school attended. The Department of Public Welfare has a special form for this purpose.

(H) DETERMINATION OF AMOUNT OF GRANT

If upon investigation, all eligibility requirements are met for ADC, the next step is to determine the amount of financial assistance that is needed. As the Standards of Assistance was instrumental in determining need, it is also vital in deciding upon the siz of the grant. (The Standard Budget is mandatory upon local boards to insure uniformity and equal treatment of recipients in the same category throughout the state.)

The Standard Budget lists all items that the Department of Public Welfare considers necessary to maintain a child or family in health, self-respect and decency, and the costs at which these items are expected to be purchased. (It is not necessary however, that the money be spent at costs or for items as listed in the

budget for local boards can have no authority over the disposition of a grant.)

I have traced the methods used by the local boards in determining if eligibility requirements are met, and the method used to verify resources. I will now attempt to show how a local board arrives at the amount of payment when all facts pertaining to a case have been verified.

Let us assume a family of three, the mother, Mary C. Jones, age 32, and two children, a boy, W.R.Jones, age 8 and a girl, Jane I.Jones, age 6. The mother is not employed and the family lives in their own home on which there is a $1,000 mortgage. The husband who has deserted contributes nothing toward the support of the children, and no financial assistance is forthcoming from friends, relatives or any private agencies. Both children are attending school regularly. Need would be as follows: (on a monthly basis)

	Food	Clothing	Prem.Life Ins.	Personal Care
W. R. Jones	$15.60	$5.85	$ .20	$1.05
Jane I. Jones	12.80	4.35	.20	.85
Mary C. Jones	17.55	8.90	1.10	1.70
	$45.95	$19.10	$1.50	$3.50
Plus 10% for family of three	4.59			
	$50.04			

Plus carrying charges, current taxes, water bill fire insurance, and payments on principal of mortgage----------$25.00

(cont.)

Heat and oil	$14.65
Cooking and lighting	4.75
Household supplies and replacements, $1.25 per person	3.75
	$48.15

In the above case, there is no income or resources. The payment is therefore the total cost of all needs. The cost of food was increased ten percent because the family contains only three persons. (This figure is carried to the next highest zero then.) Monthly assistance to the above family would then be $121.35. (All figures used are from Standards of Assistance, September 1, 1947.)

(I) AUTHORIZATION OF GRANT

The decision to grant or refuse assistance is usually left to the social worker who has investigated the given case, In unusual circumstances the advice of the agent or director may be requested. Final authorization must be by the person who is so empowered by the local board though this may be just the routine signature of the official.

The local board must notify an applicant of its decision within thirty days after he has made request for assistance. If the request is approved,payments will be granted from the date of first application. Checks should be mailed to the recipient twice monthly and should be made out to the grantee-relative. As previously stated, all payments must be

unrestricted.

(J) APPEALS

The right of appeal and the process to be used should be made known to an applicant when he first requests assistance. Dissatisfaction with the local board's decision may be due to a refusal of aid or to the amount of the grant. In either case the decision of the local board is not final.

If an applicant or recipient is not satisfied with the decision of his local board and goes to a district or to a central office of the Department with his complaint, the local board is so notified and an attempt is made to satisfy any grievances. When this is impossible, the applicant or recipient may file an appeal, but it must be received within sixty days after notice of the decision of the local board has been received. If no notice is received from the local board within thirty days after application is made an appeal may be filed immediately. The Subdivision of Appeals will honor no request that has not been filed first with the local board.

After an appeal is received by the Subdivision of Appeals, the appellant is notified within a week whether his case will be considered - if so, rules applicable to a fair hearing are enclosed in the letter. The local board is also notified of the Subdivision's

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decision.

If adjustment of the grievance either by the local board's approval of a request or by acceptance by the applicant or recipient of the Board's decision does not take place in the meantime, a date for the hearing is set. This is usually within thirty days after receipt by the Subdivision of an appeal blank. The hearing is held in the District office or if this is more than twenty miles from the home of the appellant and if he is infirm, the hearing is held in the home of the latter. Notice of the hearing is sent by the Subdivision to both the appellant and local board at least seven days prior to the hearing stating the time and place.

The hearing is held in private with only the appellant, his counsel, if he desires one, his witnesses, and members from the local board and the Department. A referee appointed by the Commissioner of Public Welfare presides.

When an appellant does not appear at a hearing, no evidence is taken and a new date is set. If the appellant does not appear the second time, evidence is taken, and the referee bases his decision on what is heard. The referee is empowered to administer oaths and may do so at his discretion. The hearing is held in an informal manner, and the rules of evidence are not applicable.

The local board member present brings to the hearing all records pertaining to the question at issue. The appellant may use witnesses or affidavits to support his case. Both the member of the local board and the appellant or his counsel may question witnesses and examine evidence.

A record is made of the proceedings and kept at the District office. When the referee is satisfied that all evidence has been presented, the hearing is adjourned.

The decision of the referee is not given at the hearing but is filed with the Subdivision of Appeals, which will then send copies to the local board, the appellant and the district office. This is done within sixty days of the date on which an appeal was received. When an additional copy is submitted to the Commissioner and signed by him, the decision becomes effective and final.

The decision of the referee must be complied with by the local board before the lapse of one month. Upon notice to the Subdivision by the appellant that such is not the case, the Attorney General may instigate action in the Supreme Court against the municipality to force compliance.

(K) RECORDS

The case record which has been

mentioned previously contains all pertinent information on a given case. The first data that is found therein is the application blank which signifies the applicant's desire for assistance. Following the application blank should come the face sheet which is filled out when a grant has been approved. This sheet will contain fundamental information about the family which is easily accessible.

The case record should also contain a copy of the authorization of grant and the budget work sheet that is in operation. No documents of the family should be kept,but information contained on them should be made a part of the record. A running account of the case should be included in the record with summations at intervals of essential information.

When the decision is reached to grant assistance, the town treasurer must be notified. The Department of Public Welfare must also be notified within ten days of the first payment to the recipient. On the semi-monthly relief roll must appear the names, dates and reasons for closing any cases that have been closed in the period reported. The Department of Public Welfare needs to be notified in the following cases: addition of a child, assistance granted after appeal, after remarriage of the recipient, after death of the head of the family, and reopened cases.

(L) CONFIDENTIAL NATURE OF AID TO DEPENDENT CHILDREN RECORDS

Information pertaining to recipients of aid to dependent children must be kept confidential. General information regarding the number of recipients or the amount of grants is permissable, but specific names cannot be given except to other local boards or agencies directly interested in the administration of ADC or a private agency which has a direct interest in a given case,

This is considered necessary to prevent recipients from being placed in a category set apart from the rest of society.

(M) ASSISTANCE ROLLS

Several different types of forms are in use for compiling the Assistance Rolls in ADC. The number of cases handled determines the type used by the local board. Whatever form is used, however, a duplicate of the copy sent to the town treasurer, signed by the same officials that are necessary for the town records, must be forwarded to the District office. It is necessary before being sent to have been approved and released by the Area Visitor.

The names of the recipients are listed on the Assistance Roll in alphabetical order. Regular payments and those to meet special needs are separated.

The Assistance Roll shows the number

of cases, total expenditures, total number of children receiving aid, amount going to each case, and the federal, state and local share in the cost. This Roll is also the form used by local boards to notify the State Department of Public Welfare of the reimbursement expected.

(N) HEALTH AND MEDICAL CARE

Since illness and poor health cause much of the dependency, the Massachusetts Department of Public Welfare attempts to take a positive step by grants for doctor bills and drugs to prevent or alleviate these evils. In some localities, a recipient may call the physician of his choice. In other, the board may limit grants to calls made through the board - except in emergencies. Another method in practice is to allow recipients to call a physician, and the latter is held responsible for notifying the board.

Authorization to consult a specialist should be secured from a District office in advance of the consultation. In case hospitalization is necessary, the Department will reimburse the localities up to $4.00 a day. The limit of liability of the town is the same amount.

Recipients receive additional grants to take care of dental needs. Under a free choice plan, the Department participates in the cost of such needs up to an amount established in the Department fee

schedule. Provision is likewise made for hospital and nursing home care for recipients.

Additional grants are made to recipients for drugs, glasses and hearing aids up to a maximum established by the fee schedule.

Errata Chapter IV - there should be a footnote on page 54 for Section (L) which reads, Laws relating to this will be found in Appendix IV.

CHAPTER V - INTERRELATIONSHIP OF FEDERAL, STATE, AND LOCAL ADMINISTRATION

(A) FINANCIAL (1)

As has been previously stated, Federal, state and local governments share in the cost of aid to dependent children. The Federal Government reimburses the state twenty-four dollars (2) for the first child in a family and fifteen dollars for every additional eligible child in a family receiving aid to dependent children. To this sum is added the product of one dollar and fifty cents times the number of children receiving aid. The Federal Government also assumes one-half of the administrative costs of the program. After receiving funds equal to the above amounts, the state of Massachusetts reimburses towns for such amount plus one-third of the actual amount paid out to recipients by local boards. Local governments bear the remainder and the greatest proportion of the program costs(i.e. in Massachusetts). For the month of February 1948, $1,034,893 (3) was the total payment for aid to dependent children. This amount was divided in the following manner: Federal Government, 26.9%; state, 33.3%; and the local governments, 39.8%. (4)

It is obvious from Table 1 in Appendix II

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(1) All statistics in Chapter V, unless otherwise noted were obtained from the Regional Office of the Federal Security Agency, Boston
(2) For latest amendment changing this sum see Appendix II
(3) Figure from Division of Aid and Relief, State House
(4) See charts 2 and 3 in Appendix V

that the actual percentage of total assistance payments borne by the three levels of government varies widely throughout the New England states. In Vermont, Federal funds made up 57.2 percent of assistance payments for ADC. In Massachusetts on the other hand, the percentage of Federal funds amounted to only 25.7 percent. Throughout the entire country the average percentage of payments borne by the Federal government was 37.7 percent.(1) The comparatively low percentage of Massachusetts payments that is borne by Federal funds is due (according to the official consulted) to the large amount of grants to recipients and the fact that Massachusetts allows additional grants which are not subject to Federal matching.

There is a noticeable difference in the way the costs of payments of the Massachusetts program are met within the state as compared to other states. The average percentage of state assumption of costs over the entire country is 50.1 percent, while Massachusetts accepts only 33.3 percent of such costs. In the New England region, (see Table 1, Appendix II), the amount of state share varied from 27.7 percent in Vermont to 68.2 percent in New Hampshire.

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(1) Figures are from Table 1, Appendix II and are for fiscal year 1946-47.

The variations in percentage of assistance payments met by local governments is even more striking. In the nation as a whole, local governments paid only 12.2 percent of assistance payments, while in Massachusetts the local units had to assume 41.0 percent of the total payments.

The percentage of administrative costs paid by Federal funds varied very little throughout the country, the national average being 49.9 percent.

Once more the percentage of assumption by the state of Massachusetts of costs (this time administrative costs) is at wide variance with the rest of the country. Massachusetts paid only 10 percent of the administrative costs of ADC as compared to a national average of state-borne funds of 37.0 percent. This has forced local governments in Massachusetts to pay 40 percent of the costs of administration, while cities and towns of other states had to pay only 13.1 (average) percent of such costs.

(B) SUPERVISION

If a state does not wish to receive Federal assistance in the cost of its aid to dependent children program, it can set up a plan of its own choosing. (All states have Federally approved plans except Nevada.) To participate in Federal funds, however, a state plan must conform to specified standards set up by the Federal

Security Agency. This then is the first means of Federal supervision - a state plan must conform to Federal standards before ever being accepted.(1)

The Regional Public Assistance Representative(2) consults with the State Commissioner of Public Welfare regarding state policies and prodedures relating to the administration of aid to dependent children. Prior to any changes in the state law or department policies, the Regional Public Assistance Representative is consulted for advice. The Bureau of Public Assistance from time to time issues letters to the state, interpreting the Federal act, suggesting changes in state laws or requiring changes in some administrative practice. This is a continuing practice, based on information obtained by the Regional Analysts. It must not be supposed that the full duty of the Regional Public Assistance Representative is just that of a "watchman" to see that states conform to Federal requirements for such is far from true. This official, aside from doing the above, endeavors to have the state go on beyond the minimum Federal requirements and carry out the full spirit of the Social Security Act. Moreover, although Federal analysts do gather information

(1) See Social Security Act in Appendix II
(2) See Chart #1 in Appendix II for organization

from local units, discrepancies are usually ironed out first through the state Department of Public Welfare.

State supervision has been touched on in Chapter III. The Division of Aid and Relief establishes quite rigid policies and procedures which local boards are supposed to adhere to. These practices are set forth in the MANUAL OF PUBLIC ASSISTANCE, a document of 264 pages. District agents of the Department through consultation and the case review process ascertain whether or not these policies are put into practice. Failure to conform after notice to the local board involved by the Department may result in withholding of reimbursements to the towns.

Mention has been made in Chapter IV that if a town fails to abide by the decision of the referee in an appeal case, this renders the town liable to a court suit.

CHAPTER VI - ADMINISTRATION OF THE AID TO DEPENDENT CHILDREN PROGRAM IN MELROSE, SWAMPSCOTT and SALEM

(A) MELROSE

(1) Administrative Organization

The Board of Public Welfare of Melrose is composed of five members appointed by the mayor and confirmed by the aldermen. Board members are not required to have any training for their positions. However, according to Miss Mary Melville, Welfare Agent in Melrose, Board members at present are well fitted, all having served in varying capacities in private welfare agencies or having a direct interest in social welfare. Board members receive $60.00 a year salary and meet every week. All requests for aid must have approval by the Board. The staff consists of an agent, two social workers and three clerks, all of whom are selected by civil service.

(2) Statistics (1)

During the month of May 1948, there were twenty-five families (fifty-five children receiving aid to dependent children of which two were illegitimate) receiving ADC in Melrose. The total payments for the period were $2,280.44 or an average grant of $91.21 for each family. The largest grant was $180.74 (per month) to a family of five - three children and a man and wife. The lowest grant during the same month was $18.35 to a

(1) Figures obtained in Melrose from Miss Melville

family with only one eligible child. All payments were made in advance. Below is Table # 6 showing the number of families, number of children, total payments and average grant per month in 1947

Month	# of Families	# of Children	Total Payments	Aver. Payments.
Jan.	20	51	$1785.18	$89.20
Feb.	21	52	1934.90	92.10
March	22	54	2084.88	94.30
April	24	58	2171.46	90.40
May	23	56	2087.14	90.70
June	21	55	2026.68	88.00
July	21	47	1873.08	89.00
Aug.	21	47	1837.40	87.50
Sept.	21	47	1813.45	86.30
Oct.	20	42	1967.35	98.30
Nov.	20	43	2092.45	104.60
Dec.	21	48	2816.97	*134.14

* The cause of high December average was a large grant for hospital expenses to one of the recipients.

The breakdown of the twenty-one families receiving aid as of December, 1947 (see above) by reasons for need is as follows:

# of Families	Reason for Need
2	Father incapacitated
9	Father absent from home, desertion, divorce etc.
7	Father dead
3	Both parents dead, children living with aunt or grandmother
21	

In the year 1947, there were nine applications for ADC in Melrose. Of these nine, eight were approved. The rejected applicant appealed, his claim of disability was denied.

There has not been a case review of the cases in Melrose in approximately three years.

(3) Opinions of Person Interviewed

Miss Mary Melville, Agent in Melrose, stated that she believed that some adjustment should be made in the Standard Budget regarding clothing allowances to large families. She contended that in a large family, clothes could be easily altered and "handed down", thus saving money. Miss Melville further stated that there needed to be a clarification of the "fit parent" clause, and that the forced application of 60 percent of the gross earnings of a child toward family need was a sore spot.

(B) SWAMPSCOTT

(1) Administrative Organization

The Board of Public Welfare in Swampscott is composed of three members elected for a three year term. The term of one member of the Board expires yearly. One member of the Board serves as Agent and is aided by a "temporary" clerk who is not selected by civil service.

(2) Statistics

Eight families (nine adults and sixteen children) received ADC grants in Swampscott in May 1948. The largest amount was for $151.00 and the smallest was for $47.80.

A breakdown of the reasons for need of the above eight families is as follows:

(1)

# of Families	Reason for Need
2	Stepfather refused to support children
2	Husband dead
2	Father incapacitated
2	Desertions
8	

(2)

The number of families aided by the month for the past three years and the amount of monthly payments for 1947 are shown in Table # 7 below: (3)

Month	Years 1945	1946	1947	Payments in 1947	Aver. Payment
Jan.	4	7	10	$870.40	$ 87.04
Feb.	4	7	9	841.65	93.52
March	5	7	8	866.05	108.23
April	5	7	8	858.70	107.34
May	6	7	7	718.30	102.62
June	6	7	6	659.90	109.98
July	6	7	6	647.75	107.96
Aug.	6	7	6	667.00	111.17
Sept.	6	6	6	702.50	117.08
Oct.	6	6	6	576.20	96.03
Nov.	6	6	5	485.40	97.08
Dec.	7	9	6	525.20	87.53

No explanation was given for observable fluctuations in grants.

There was one rejection of a request for ADC in Swampscott in 1947. The applicant owned an automobile valued at $1,000.00 which she refused to sell, consequently aid was denied.

(3) Opinions of Those Interviewed

Mr. D. Redfern, the Welfare Agent in Swampscott, stated that he believed that the local board should be allowed to make payments directly to physicians for services rendered to recipients. He said

(1) Facts obtained from interview
(2) Number of families obtained from Swampscott Town Report
(3) Payments in 1947 obtained from interview

that one person who was receiving assistance when she needed additional money would call a doctor. Then she would take the extra money given her by the local board to pay the physician and use it for some other purpose.

Mrs. Bernice H. Ranger, Clerk of the Swampscott Board, stated that almost all recipients are honor students or high in standing scholastically.

(C) SALEM

(1) Administrative Organization

The Salem Board of Public Welfare is composed of three members appointed by the mayor and confirmed by the Council. The present Board is made up of a lawyer, a merchant, and a union representative. Board members receive $500.00 yearly salary and hold weekly meetings.

The staff is composed of an agent, a social work supervisor, five social workers and six clerks, all of whom are selected by Civil Service.

An application for aid must be approved by the social worker who handles the case, the social work supervisor or the agent and by the board. However beyond the approval of the social worker, the matter is usually routine.

(2) Statistics

There were sixty-four families (one hundred and fifty-five children) receiving aid during

May 1848 at a total cost of $6,916.18. Assumption of this cost was divided as follows: state share, $2,305.39; Federal share, $1,658.28; local share, $2,952.51. The Federal share may be broken down thus:

Subject to Federal matching $2,851.55	$1425.78
Plus $1.50 x 155 (no. of children)	232.50
	$1658.28

During the month of May, the largest grant was for $327.90 (this included a hospital bill of $177.60). The highest regular grant was for $199.00 - the lowest, $36.60. The average payment in May was $108.06. All payments were made in advance.

Table # 8 below gives the breakdown by month during 1947 of cases handled.(1)

Month	Cases	Children	Total Payments	Aver.Payment
Jan.	61	155	$6484.88	$106.31
Feb.	63	159	6381.03	101.29
March	65	168	6492.33	99.88
April	65	167	6550.46	100.78
May	62	158	6265.66	101.06
June	62	159	6511.53	105.02
July	60	157	6184.80	103.80
Aug.	61	151	5979.25	98.02
Sept.	62	157	6224.07	100.38
Oct.	59	145	6305.70	106.87
Nov.	59	145	6563.13	111.24
Dec.	60	149	6601.55	110.03

Reasons for need of the sixty-four families receiving aid in May 1948 and the percentages are shown below:

Percentage	Reason for Need
37	Father dead
32	Father deserted or divorced

(1) All facts in section on Salem from interview.

Percentage	Reason for Need
14	Father ill in the home
6	Danvers State Hospital
6	Both parents dead
3	Father - advanced age
2	Miscellaneous (unexplained by social worker during interview)

There have been no appeal cases in the past year in Salem.

(3) Opinions of Those Interviewed

Comments made by Miss Mary E. Walsh, social worker, and Mr. Zenon A. Lavoie, Investigator, both members of the Salem Department of Public Welfare regarding the ADC program were very interesting and informative. Both voiced opposition to the high amounts of certain items in the Standard Budget, particularly the clothing allowance for large families. (See also comment by Miss Melville of Melrose, page 64.) They stated that the "fit parent" clause should be clarified, for at the present time it has little meaning and is not considered seriously in granting aid. They agreed that the program itself did not necessarily improve citizenship (both have had long-term experience with the Salem Board). They both felt that the program failed in that it lacked an incentive which would foster the ambition of the children involved. Mr. Lavoie said, "For some people, welfare is a school. They begin with aid to dependent children, then go to general relief and finally graduate to old age assistance."[1]

(1) Interview, June 16, 1948

The question of referrals was discussed and quite an interesting situation was revealed to exist in the city of Salem. In case of death or divorce, the lawyer or the undertaker as the case might be, made sure to obtain all of or as much of the widow's or divorcee's money and then referred the latter to the Board for ADC. Both Miss Walsh and Mr. Lavoie said that the women so referred showed complete acquaintanceship with all the necessary steps for application etc.

When questioned about the effect of ADC on scholarship, Miss Walsh stated that a number of children who had been on ADC had been or were excellent students and had gone on to good business and professional positions. However, she was emphatic in stating that she felt, that though these children had an easier time due to ADC, that they probably would have accomplished a great deal in any case. She also made an interesting comment on a common psychological effect on those recipients whose emotional stability was a factor in their dependency. These women could not bear to surrender the security offered by the regular checks of ADC and when their children became ineligible, they would come and plead for just a token check. Miss Walsh criticized the method of dispensing checks. She felt that many of the families needed the weekly supervision of the social worker gained by having to come into the office to re-

ceive checks. Also she felt many cases of irresponsibility in spending could be remedied by the smaller weekly sum and the additional supervision. She felt that the method of payment should be left to the discretion of the social worker.

Both Miss Walsh and Mr. Lavoie were enthusiastic about the medical benefits possible. Many wonderful results had been accomplished with children on ADC in need of expert medical care.

CHAPTER VII - CONCLUSION

The purpose of aid to dependent children as defined legally and from the point of view of the sociologist is to afford the necessary and normal home life to a child who is being deprived of it because of financial need. The theory of aid to dependent children is not directly concerned with rehabilitation of the adults involved. It is an effort by the government to give its needy future citizens a normal childhood in the hopes that this normality will reflect itself in better adult citizens. To judge the failure or success of aid to dependent children from this angle is well-nigh impossible, since there are no available statistics on the comparative success or failure of past recipients. The program is too new, too subject to the unpredictability of human behavior, and it is too difficult to define closely norms of success or failure. In all the towns visited mention was made of the children who were successes, but no definite statistics were given or recorded, since there is no follow-up to ADC. When a child becomes ineligible, contact ceases.

According to those visited who were in direct contact with recipients, ADC serves a representative slice of humanity. It is an invaluable aid to those who are intelligent and ambitious, and a stopgap for those who are sub-normal. At present there is

no adequate way of sifting the wheat from the chaff. Perhaps there never should be, since every human being under a free society is entitled to a chance, and there is always the possibility that a higher standard of living will raise the level of intelligence and ambition.

However the people in Massachusetts as well as in other states throughout the country are skeptical as to just where we are going with welfare, and I believe that this skepticism is partially justified. The costs of all programs during July of 1947 reached the tremendous total of $500,000,000 (1) in monthly expenditures and it is still on the increase. One social worker told me that if I were able to see each family receiving assistance in Massachusetts that I would not find one who was not in need. This is no doubt true, but if assistance programs are further extended and new categories are included without providing any incentive to produce, we will create, I believe, a body of second-class citizens, dependent throughout life upon the producing members of society for their existence. If the words of Lincoln that ours is a government of the people, by the people and for the people are taken as a standard, there is almost no limit to the extent of welfare programs.

There is little doubt that the

(1) PUBLIC WELFARE, Dec.1947, Vol.5, #12,page 266
American Public Welfare Ass'n, Chicago,Ill.

commonwealth of Massachusetts has, since colonial days, been among the leaders, if not the leader, of the states in progressive programs for care of the needy. Massachusetts was the second state to provide for a state organization to supervise local boards of public welfare, and it was likewise the second state to make provision for aiding needy children and maintaining the home unit.

As regards the success of the administration of the present aid to dependent children's program in Massachusetts, although I have been unable to interview recipients because of state laws (See Appendix IV) forbidding disclosure of such persons, from facts I have gathered, I believe that it is meeting its purpose, i.e. that of providing funds to families with eligible children where all that is lacking to maintain the family group is financial assistance. It is apparent from statistics presented in this paper that aid granted under this program in Massachusetts is almost the most liberal of that granted in any state in the union.

However, I believe that Massachusetts does not accomplish the purpose of ADC stated above with the maximum efficiency possible. As has been pointed out in Chapter IV, the Massachusetts Department of Public Welfare has established no standard for staffing local administration units, that is by the case load.

This has led to a wide variation in the size of local staffs serving approximately the same number of cases, which in turn means overwork and consequent inefficiency in the municipality with the too small staff. Moreover there is not strict adherence to the provisions of the law (See Appendix III) requiring selection by Civil Service of staff employees. Towns circumvent these provisions by appointing so-called temporary staff personnel.

To alleviate the above conditions the Massachusetts Department of Public Welfare should establish a standard staffing plan for the local units administering public assistance by the case load. A plan of this sort since it would enforce a certain uniformity would prevent to a greater degree the breakdown of Civil Service requirements by the continuous reappointment of temporary personnel.

Under present arrangements for financing ADC, local units are obliged to assume too great a percentage of total cost of assistance payments and also of administering costs. Towns and cities throughout the state would no doubt be less balky on the subject of supervision were the state to assume a greater share of the expenses of the program. (See figures given in Chapter IV and see Table I in Appendix II for comparison with other states in the New England region.)

According to one official interviewed the Massachusetts Department of Public Welfare has the most expensive administrative organization of any state in the country, and the only one to retain the "horse and buggy " days type of town government. There are no statistics available to substantiate the first statement. It is my opinion definitely that a more cohesive, effective and less expensive administrative organization would be forthcoming, if the town plan were discarded and a county or preferably a district unit (for public assistance administration that is) substituted in its place. Such a plan would afford a more closely knit program, because with fewer administrative units, state supervision could really be a factor to reckon with. Personnel would be better informed on state policies and procedures . Under the present organization persons in many local units serve as agent along with other town duties, and they do not have the time nor the inclination to keep abreast with state practices.

The fact was also pointed out by an official that under the present set-up, when steps have been taken to force compliance with Department policies in certain towns, town officials have promptly gone over the head of the Department to the Representatives and from there to the Governor and Council. This has the

effect of undermining the state supervisory process.

A district plan would also be more effective from the recipient's point of view. Necessary professional personnel could be afforded under such a plan to perform professional services - an impossibility under the present situation. This would be place at a minimum decisions prompted by ignorant bias or without mature objective trained consideration of all factors. (In one of the towns visited when the question was raised as to whether there were any illegitimate children receiving ADC, there was a shocked silence and the answer was "Certainly not!"). Another point of the program overlooked by the untrained is that the government is not concerned with the rehabilitation of the adult - the government wishes the entire matter to be decided for the greatest benefit of the child, whence the lack of emphasis on the phrase "fit parent". The government feels that a loved child is a happy child regardless of the comparative morality of the parent who loves him.

Although the salaries of professional personnel would be higher under a district plan than the salaries of non-professionals under the present organization, the overall size of staff would be reduced to such an extent that the end result would be a saving in administrative costs.

It is my opinion that if the local unit

is to continue to bear the major portion of the costs of this program, then a larger area than that of the town should be used as a basis for tax purposes to meet the local share. A town or city with a low assessed evaluation and per capita income will contain more needy than a town or city of the same population but with a high assessed evaluation and high per capita income. This means under the present set-up that the city or town least able to afford assistance to its needy has the most to pay.

There is no doubt that today Massachusetts is aiding liberally those in need within her borders. The rank of the state in the size of assistance payments proves this fact. Money is being placed in the pockets of the needy, but it is being done by an outmoded, antiquated system.

ABSTRACT OF THESIS

The recognition of public responsibility for people of unfortunate financial status is deep-seated in Massachusetts history. This concept was brought over from England with the early colonists and was reflected in the early laws of the Bay Colony. The question of settlement was an early source of difficulty.

Early in colonial history, towns indentured out needy children and adults. With the development of the almshouse, children were indiscriminately incarcerated with lunatics, drunks, etc. This practice gradually came to an end with the segregation and categorization of the needy. By the 1860's, family placement of unfortunate children had started, and the progress though slow was steady up to the Mother's Aid Law of 1913, the precursor of aid to dependent children. Mother's Aid as the name implies, placed emphasis on the assistance to the mother and was quite strict concerning who was a "fit parent".

The present Aid to Dependent Children Law came into being in 1937 in response to the provisions of the Federal Social Security Act of 1935. Aid to dependent children is an unrestricted payment, made up of national, state and local funds, paid to the grantee-relative of a needy child who has been deprived of parental

support or care, because of death, incapacity or continued absence from home of one or both parents.

The Federal Government by the Social Security Act of 1935 and subsequent amendments through 1947 sets certain minimum standard requirements for state plans to build and administer their aid to dependent children programs on. Any state which does not conform to the regulations contained in Title IV, Section 402 (a) of the Act will not receive the financial aid provided under the Act. The Federal Government assists the states in the payments to recipients and also in administration costs. The Federal Government in order to expedite the administration of the Social Security Act has divided the nation into twelve regions. Massachusetts is grouped with the five New England states into a region with headquarters in Boston. The Regional Offices serve in a supervisory and advisory capacity to the state and maintain continuous research in the field.

Massachusetts has established a Department of Public Welfare under a Commissioner. The Department is divided into Bureaus and Divisions. The Division of Aid and Relief through seven districts supervises and advises local boards of public welfare throughout the state. The Division formulates policies and procedures to be followed in the administration of public assistance to conform with state and Federal laws. The

Division issues a body of administrative law (the MANUAL OF PUBLIC ASSISTANCE) which contains mandatory provisions and suggested practices. The Subdivision of Appeals set up under the Division of Aid and Relief provides dissatisfied and rejected applicants for ADC a chance to be heard.

Massachusetts assists in payments and administrative costs of the program. The state assumes a flat 33.3percent of the actual cost of ADC. In 1939 $7,464,876 was spent in Massachusetts on ADC and in 1947 the amount had increased to $10,796,009(part of the increase can be accounted for by increased size of grants). Massachusetts as of December 1947 ranked second in the nation in the size of individual grants. The average grant in Massachusetts was $104.98 per month and in the nation was $63.02.

Local boards of public welfare vary in form - selectmen may serve as a board or the board may be elected from the registered town voters. There may be an appointive staff of varying size. Massachusetts has no standard for size of staff for the size of the case load, therefore there is widespread variation. There is also no standardization of the functions of the staff.

The mechanics of application and acceptance for ADC are contained in the MANUAL OF PUBLIC ASSISTANCE. Although need is the primary prerequisite,

there are certain other musts, such as age, length of residence, property ownership and the various accepted reasons for lack of parental support or care. When all eligibility factors are met and the facts concerning them are verified, aid is granted. The amount of the aid is determined from consultation with the STANDARDS OF ASSISTANCE, published by the Department of Public Welfare and containing a mandatory Standard Budget. The Standard Budget lists all items thought to be necessary and the prices for which these items must be bought. Authorization of the grant is made by the person so empowered by the local board. Appeals can be made through the Subdivision of Appeals and decisions of the latter are mandatory upon the local boards. If not complied with, local boards are subject to court action. Liberal health and medical care is provided for recipients of ADC.

In Massachusetts the following proportion of total payments was paid by the three levels of government, as of February, 1948; Federal Government, 26.9%; state, 33.3%; local, 39.8%. The percentages of payments vary throughout the nation from Massachusetts. For the fiscal year 1946-47, the following figures hold. The national average for Federal assumption of payments was 37.7% (Massachusetts, 25.7%); the national average for state assumption was 50.1% (Massachusetts, 33.3%);

the national average for local assumption was 12.2% (Massachusetts, 41.0%). In percentages paid of administrative costs, there is also considerable variation. The Federal portion varied little, the national average was 49,9% and Massachusetts average was 50.0%. The national average of state assumption was 37.0% (Massachusetts, 10.0%), and the national average of local assumption was 13.1% with Massachusetts at 40%.

Three towns were visited, Melrose, Swampscott and Salem. Facts concerning the administrative set-up and local statistics on the ADC program were obtained. Comments concerning the program were asked for. Criticisms were general on the excessive liberality of the clothing allowances for large families, and the need for a clarification of the "fit parent" clause. The most productive interview was had in the city of Salem.

In conclusion it was stated that Massachusetts had a history of progressive social legislation and that Massachusetts was one of the most liberal in her grants for public assistance. Criticism was not leveled at the intent of the program, but at the administration of it. The lack of standardization of local staffs by size of case load is a serious cause of overwork and consequent inefficiency in the town with a too small staff. Evasions of the Civil Service laws of the state are possible with no standardization of staff.

Criticism was made of the excessive financial load borne by the local units. If the state assumed more of the burden, state supervision would be more effective. Moreover the town plan of administration is bulky and expensive. A county or district plan would create a more cohesive, efficient organization with fewer, but more highly trained personnel. Local units cannot afford the type of professional personnel urgently needed in a program of this sort. It was also auggested that if the local unit is to continue to bear the major portion of the costs of this program, a larger area should be used as a basis for taxation.

It was concluded that Massachusetts granted liberal payments to recipients of ADC, but that the system under which the payments were made was outmoded and antiquated.

APPENDIX I

Records of Fitchburg, March 4, 1811 (vol. v)

"The Selectmen a committee chose to take care of the poor the present year have let them out as follows:

Set up Ephraim Smith to the lowest bidder by the week the person who bids him off is to keep him one year & bid off to Benj^a Fuller-at 60 cents per week the town is to clothe him & pay his Doc^tr bill if any struck off to Levi Farwell he is to give the town 35 cents per week and keep him one year. Mary Wares, on the same condition as Smith, bid off to Joel Eaton he is to have 60^cts per week. Jonas Spalding, on the same condition only the person who takes him is to give him the privelige of going to school in the winter bid off to Seth Phillips he is to have 22^cts per week. Edward Goodfellow on the same condition as Spalding bid off to Joseph Carter he is to have 8 cts per week. Rebeckah Smith set up, the person who bids her off is to pay as long as he keeps her, bid off Jos. Carter he is to pay the town two mills per week."

Excerpt taken from R.W.Kelso, A.B., L.L.B., THE HISTORY OF PUBLIC POOR RELIEF IN MASSACHUSETTS, 1620-1920, Houghton Mifflin, 1922, pg. 108

APPENDIX I

From Plymouth Records :

"whereas it is observed that divers psons in this Gou^{r}ment are not able to prouide competent and convenient food and raiment for theire children, whereby it is that poor children are exposed unto great want and extremity; It is enacted by the Court and the Authoritie thereof that two or three men shalbe chosen in euery township of this gou^{r}ment that all such as are not able to prouide necessary and convenient food and clothing for theire Children and will not dispose of them themseules soe as they may bee better prouided for; such said children shalbe disposed of by the said men soe appointed as they shall see meet, soe as they may bee comfortably prouided for in the p^{r}mises and the seuerall townes shall returne the names of such men as shalbee deputed and chosen into the Court."

Excerpt taken from R.W.Kelso, A.B.,L.L.B., THE HISTORY OF PUBLIC POOR RELIEF IN MASSACHUSETTS, 1620-1920, Houghton Mifflin Company, 1922, pg. 167-168

APPENDIX I

Chapter 118 of the General Laws of the Commonwealth of Massachusetts, known as the Mothers' Aid Law.

Sect.

1. Scope of the chapter
2. Cities and towns to furnish aid to mothers with dependent children
3. Duties of the board of public welfare
4. Same subject
5. Department of public welfare to have supervision etc.
6. Reimbursement of cities and towns by the commonwealth, etc.

Section 1. (as amended by acts of 1922, Chapter 376, Acts of 1930, Chapter 381, Acts of 1931, Chapter 415) This chapter shall apply to all mothers and their dependent children under the age of sixteen, whether or not they or any of them may have settlement within the commonwealth, who shall have resided therein not less than three years. A mother shall not be disqualified from receiving aid under this chapter because of having but one such child.

Section 2. In every town the board of public welfare shall aid all such mothers, if they are fit to bring up their children. The aid furnished shall be sufficient to enable them to bring up their children properly in their own homes.

Section 3. Before so aiding any such mother except as hereinafter provided, the board of public welfare shall determine that the mother is fit to bring up her children and that the other members of the household and the surroundings of the home are such as to make for good character, and that aid from the overseers is necessary to enable her to bring up her children properly. For this purpose they shall make an immediate and careful inquiry including the resources of the family and the ability of its other members, if any, to work or otherwise contribute to its support, the existence of relatives able to assist the family, and of individuals, societies or agencies who may be interested therein; shall take all lawful means to compel all persons bound to support the mother and children to support them, and to enforce any other legal rights for their benefit; shall press all members of the family who are able to work, other than the mother and her dependent children,

to secure work ; shall try to secure work for them; and shall secure all necessary aid for the mother and children which can be secured from relatives, organizations or individuals. This section shall not prevent the board of public welfare from giving prompt and suitable temporary aid pending, compliance with the requirements of this section, when in their opinion such aid is necessary and cannot be obtained from other sources. A detailed statement of expenses incurred under this section shall be rendered to the department of public welfare, together with such certificates or other guarantees as it may require.

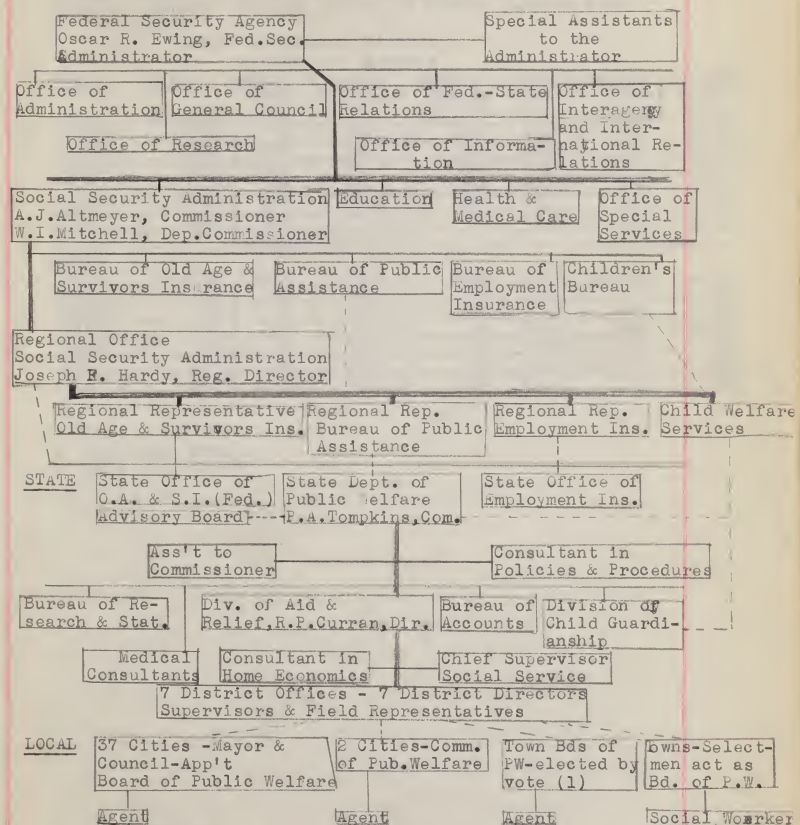
Section 4. The boards of public welfare, either by one of their own number or by their duly appointed agent, shall visit at least once in every three months at their homes or other places where they may be living, each mother and her dependent children who are being aided financially or otherwise by said board, and after each visit shall make and keep on file as a part of their official records a detailed statement of the condition of the home and family and all other data which may assist in determining the wisdom of the measures taken and the advisability of thei continuance; and the board shall at least once in each year reconsider the case of each such mother with whom they are dealing, and enter their determination with the reason therefor on their official records.

Section 5. The department of public welfare shall supervise the work done and measures taken by the boards of public welfare of the several towns in respect to families subject to this chapter; and for this purpose may make such rules relative to notice as it deems necessary and may visit and inspect any or all families so aided, and shall have access to any records and other data kept by the boards of public welfare or their representatives relating to such aid; and the department shall include in its annual report a statement of the work done by its own agents and by the boards of public welfare in respect to such families any of whose members are without legal settlement in the commonwealth; and a separate statement of the work done by the boards of public welfare in respect to such families in which all members have a legal settlement in the commonwealth.

Section 6. In respect to all mothers in receipt of aid under this chapter the town rendering the aid shall, after approval of the bills by the department of public welfare, be reimbursed by the commonwealth for one-third of the amount of the aid given, or, if the mother so aided has no settlement, for the total amount thereof. If the mother so aided has a legal settlement in another town two thirds of the amount of such aid given may be re-

covered in contract against the town liable therefor in accordance with chapter one hundred and seventeen.

APPENDIX II - ORGANIZATION CHART #1 OF SOCIAL SECURITY ADMINISTRATION OF PUBLIC ASSISTANCE - Old Age Assistance, Aid to Dependent Children. Drawn up by Mr. A.E. Howell



(1) Unless special charter provides otherwise.

APPENDIX II - Table # 1 showing expenditures in assistance payments and administration for the New England states. Taken from Report I, Fiscal Year 1946-47 at the Regional Federal Security Agency in Boston (Amounts are in thousands)

Aid to Dependent Children

Assistance Payments

State	Total	Amount (Federal Funds)	Percent (Federal Funds)	Amount (State Funds)	Percent (State Funds)	Amount (Local Funds)	Percent (Local Funds)
U.S.	254,385	95876	37.7	127,389	50.1	31,120	12.2
Conn.	2951	772	26.1	1301	43.9	888	30.0
Maine	1798	573	31.9	784	43.6	441	24.5
Mass.	9584	2455	25.7	3183	33.3	3911	41.0
N.H.	923	294	31.8	629	68.2	--*	--#
R.I.	1799	582	32.3	1217	67.7	--*	--#
Vt.	333	191	57.2	92	27.7	50	15.0

Administration

State							
U.S.	21,288	10626	49.9	7882	37.0	2781	13.1
Conn.	160	80	50.0	80	50.0	--*	--#
Maine	95	48	50.0	48	50.0	--*	--#
Mass.	623	311	50.0	62	10.0	249	40.0
N.H.	34	17	50.0	17	50.0	--*	--#
R.I.	124	62	50.0	62	50.0	--*	--#
Vt.	28	14	50.0	14	50.0	--*	--#

* Less than $500.00
\# Less than 0.05%

APPENDIX II - Social Security Act, 49 United States Statutes at Large, 74th Congress, 1st Session, Chapter 531, (August 14, 1935) and the amendments of 1939 through March 1, 1947

Title IV - GRANTS TO STATES FOR AID TO DEPENDENT CHILDREN

Sec. 401. Appropriation
Sec. 402. State Plans for Aid to Dependent Children
(a) Provisions to be incorporated
(b) Approval of Plans; Plans Imposing Certain Conditions Not to be Approved
Sec. 403. Payment to States
(a) Proportion To Be Borne by Federal Government
(b) Method of Computation and Payment
Sec. 404. Operation of State Plans
Sec. 405. Appropriation for Administration
Sec. 406. Definitions
(a) Dependent Child
(b) Aid to Dependent Children

SECTION 401. For the purpose of enabling each State to furnish financial assistance, as far as practicable under the conditions in such State, to needy dependent children, there is hereby authorized to be appropriated for the fiscal year ending June 30, 1936, the sum of $24,750,000, and there is hereby authorized to be appropriated for each fiscal year thereafter a sum sufficient to carry out the purposes of this title. The sums made available under this section shall be used for making payments to States which have submitted, and had approved by the Administrator, State plans for aid to dependent children.

SEC. 402. (a) A State plan for aid to dependent children must (1) provide that it shall be in effect in all political subdivisions of the State, and, if administered by them be mandatory upon them; (2) provide for financial participation by the State; (3) either provide for the establishment or designation of a single State agency to administer the plan, or provide for the establishment or designation of a single State agency to supervise the administration of the plan; (4) provide for granting to any individual, whose claim with respect to aid to a dependent child is denied, an opportunity for a fair hearing before such State agency; (5) provide such methods of administration (including after January 1, 1940, methods relating to the establishment and maintenance of personnel standards on a merit basis, except that the Administrator shall exercise no authority with respect to the selection, tenure of office, and compensation of

any individual employed in accordance with such methods) as are found by the Administrator to be necessary for the proper and efficient operation of the plan; and (6) provide that the State agency will make such reports, in such form and containing such information, as the Administrator may from time to time require, and comply with such provisions as the Administrator may from time to time find necessary to assure the correctness and verification of such reports; (7) provide that the State Agency shall, in determining need, take into consideration any other income and resources of any child claiming aid to dependent children and (8) provide safeguards which restrict the use or disclosure of information concerning applicants and recipients to purposes directly connected with the administration of aid to dependent children.

(b) The Administrator shall aprove any plan which fulfills the conditions specified in subsection (a), except that he shall not approve any plan which imposes as a condition of eligibility for aid to dependent children a residence requirement which denies aid with respect to any child residing in the State (1) who has resided in the State for one year immediately preceding the application for such aid, or (2) who was born with the State within one year immediately preceding the application, if its mother has resided in the State for one year immediately preceding the birth.

SEC. 403. (a) From the sums appropriated therefor, the Secretary of the Treasury shall pay to each State which has an approved plan for aid to dependent children, for each quarter, beginning with the quarter commencing October 1, 1946, (1) an amount, which shall be used exclusively as aid to dependent children equal to the sum of the following proportions of the total amounts expended during such quarter as aid to dependent children under such plan, not counting so much of such expenditure with respect to any dependent child for any month as exceeds $24, or if there is more than one dependent child in the same home, as exceeds $24 with respect to one such dependent child and $15 with respect to each of the other dependent children --

(A) Two-thirds of such expenditures, not counting so much of any expenditures with respect to any month as exceeds the product of $9 multiplied by the total number of dependent children with respect to whom aid to dependent children is paid for such month, plus

(B) One-half of the amount by which such expenditures exceed the maximum which may be counted under clause (A);

and (2) an amount equal to one-half of the total of the sums expended during such quarter as found necessary by the Administrator for the proper and efficient administration of the State plan, which amount shall be used for paying the costs of administering the State plan or for aid to dependent children, or both, and for no other purpose.

(b)* The Administrator shall, prior to the beginning of each quarter, estimate the amount to be paid to the State for such quarter under the provisions of subsection (a), such estimate to be based on (A) a report filed by the State containing its estimate of the total sum to be expended in such quarter in accordance with the provisions of such subsection and stating the amount appropriated or made available by the State and its political subdivisions for such expenditures in such quarter, and if such amount is less than the State's proportionate share of the total sum of such estimated expenditures, the source or sources from which the difference is expected to be derived, (B) records showing the number of dependent children in the State, and (C) such other investigation as the Administrator may find necessary.

(2) The Administrator shall then certify to the Secretary of the Treasury the amount so estimated by the Administrator, (A) reduced or increased, as the case may be, by any sum by which he finds that his estimate for any prior quarter was greater or less than the amount which should have been paid to the State for such quarter, and (B) reduced by a sum equivalent to the pro rata share to which the United States is equitably entitled, as determined by the Administrator, of the net amount recovered during any prior quarter by the State or any political subdivision thereof with respect to aid to dependent children furnished under the State plan; except that such increases or reductions shall not be made to the extent that such sums have been applied to make the amount certified for any prior quarter greater or less than the amount estimated by the Administrator for such prior quarter.

(3) The Secretary of the Treasury shall thereupon, through the Fiscal Service of the Treasury Department and prior to audit or settlement by the General Accounting Office, pay to the State, at the time or times fixed by the Administrator, the amount so certified.

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* Should read (b) The method of computing and paying such amounts shall be as follows:

(1) The Administrator etc. etc.

SEC. 404. In the case of any State plan for aid to dependent children which has been approved by the Administrator, if the Administrator, after reasonable notice and opportunity for hearing to the State agency administering or supervising the administration of such plan, finds--

(1) that the plan has been so changed as to impose any residence requirements prohibited by section 402 (B), or that in the administration of the plan any such prohibited requirement is imposed, with the knowledge of such State agency, in a substantial number of cases; or

(2) that in the administration of the plan there is a failure to comply substantially with any provision required by section 402 (a) to be included in the plan; the Administrator shall notify such State agency that further payments will not be made to the State until he is satisfied that such prohibited requirement is no longer so imposed, and that there is no longer any such failure to comply. Until the Administrator is so satisfied he shall make no further certification to the Secretary of the Treasury with respect to such State.

SEC. 405. There is hereby authorized to be appropriated for the fiscal year ending June 30, 1936, the sum of $250,000 for all necessary expenses of the Board in administering the provisions of this title.

SEC. 406. When used in this title--

(a) The term "dependent child" means a needy child under the age of sixteen, or under the age of eighteen if found by the State agency to be regularly attending school, who has been deprived of parental support or care by reason of the death, continued absence from the home, or physical or mental incapacity of a parent, and who is living with his father, mother, grandfather, grandmother, brother, sister, stepfather, stepmother, stepbrother, stepsister, uncle, or aunt, in a place of residence maintained by one or more of such relatives as his or their own home;

(b) The term "aid to dependent children" means money payments with respect to a dependent child or dependent children.

APPENDIX II - Text of the so-called McFarland amendment to House J.Res. 296 which has been sent to the President for signature or veto

SECTION 403 (a) of Title IV will read as follows:

SEC. 403 (a) From the sums appropriated therefor, the Secretary of the Treasury shall pay to each State which has an approved plan for aid to dependent children, for each quarter, beginning with the quarter commencing October 1, 1948, (1) an amount, which shall be used exclusively as aid to dependent children equal to the sum of the following proportions of the total amounts expended during such quarter as aid to dependent children under such plan, not counting so much of such expenditure with respect to any dependent child for any month as exceeds $27, or if there is more than one dependent child in the same home, as exceeds $27 with respect to one such dependent child and $18 with respect to each of the other dependent children --

(A) three-fourths of such expenditures, not counting so much of any expenditures with respect to any month as exceeds the product of $12 multiplied by the total number of dependent children with respect to whom aid to dependent children is paid for such month, plus

(B) one-half of the amount by which such expenditures exceed the maximum which may be counted under clause (A);

and (2) an amount equal to one-half of the total of the sums expended during such quarter as found necessary by the Administrator for the proper and efficient administration of the State plan, which amount shall be used for paying the costs of administering the State plan or for aid to dependent children, or both, and for no other purpose.

APPENDIX III - General Laws of the Commonwealth of Massachusetts, Chapter 18
Department of Public Welfare

Section 1 - Department of Public Welfare
Section 2 - Organization - Commissioner
Section 3 - Advisory Board
Section 4 - Clerical and Other Assistants
Section 5 - Divisions in the Department

Division of Aid and Relief

Section 7 - Director

SECTION 1. There shall be a department of public welfare, in this chapter called the department.

SECTION 2. The department shall be under the supervision and control of a commissioner of public welfare, who shall be its executive and administrative head, and an advisory board consisting of the commissioner, ex officio, and six appointive members of whom shall two be women. The commissioner shall receive such salary, not exceeding seven thousand dollars, as the governor and council determine. Upon the expiration of his term of office, his successor shall be appointed for five years by the governor with the advice and consent of the council.

SECTION 3. Two members of the advisory board shall annually be appointed by the governor, with the advice and consent of the council, for three years each. The members shall receive no compensation, but shall be reimbursed for their actual necessary expenses incurred in the performance of their official duties.

SECTION 4. Except as otherwise provided, the commissioner of public welfare may appoint such officials, agents, clerks and other employees as the work of the department may require, designate their duties, except so far as they are otherwise defined by law, assign them to divisions, transfer and remove them. The appointments in the divisions of aid and relief and of child guardianship shall be made with the advice of the director thereof.

SECTION 5. The commissioner shall organize in the department a division of aid and relief, ..., each in charge of a director.

SECTION 7. The commissioner, with the approval of the governor and council, shall appoint and may remove the director of the division of aid and relief, who, under the supervision and control of the commissioner, shall perform the duties required of him by law relative to to the state adult poor. Said director shall give a bond to the state treasurer for the faithful performance of his duties in such sum as the comptroller may prescribe.

General Laws - Chapter 121 - Powers and Duties of the Department of Public Welfare

SECTION 1. The following words as used in this Chapter shall have the following meanings:
"Board", the advisory board of the department of public welfare
"Commissioner", the commissioner of public welfare
"Department", the department of public welfare
...

SECTION 2. The commissioner shall have charge of the administration and enforcement of all laws which it is the duty of the department to administer and enforce.

SECTION 3. The board shall assist the commissioner in the work of the department. It shall keep informed of the public interests with which the department is charged, and of the administration thereof, shall study and investigate questions arising in connection therewith, and shall consider, formulate and recommend such proposals as may seem feasible for the furtherance of the work of the department and of the public welfare. It shall advise with the commissioner concerning the policies of the department, and shall make recommendations concerning the service or administration of any division thereof. The board shall meet at least once a month, and at such other times as it may determine by its rules, and when requested by the commissioner or by any three members.

SECTION 4. The commissioner may prepare and present for the approval of the board rules and regulations governing the conduct of the department and any action which may legally be taken under its authority, and such rules and regulations shall take effect upon approval by a majority of the board, and at such time as it by vote shall fix. Any person objecting to any such rule or regulation may submit his objection to the commissioner, in writing, who shall refer the same to the board, which may hear the said person and

revise, amend or affirm the rule or regulation. At least once in each year the question of revising the rules and regulations of the department shall be brought before the board by the commissioner at a regular meeting. Rules and regulations effective under the provisions of this section may be revised, amended or annulled in the same manner in which they were originally adopted.

SECTION 4A. The department shall have power to establish and enforce reasonable rules and regulations governing the custody, use and preservation of the records, papers, files and communications of the department and of city and town welfare departments and bureaus of old age assistance, relating to all public assistance. No other department, bureau or agency of the commonwealth or of any political subdivision thereof, which, under any provision of law, is furnished with the names of recipients of public assistance, shall permit the publication of lists of such names or make use thereof for purposes not directly connected with the administration of such assistance.

General Laws - Chapter 31 - Civil Service

SECTION 47C. (1) This Chapter and the rules and regulations made thereunder, shall apply to all positions in each city or town which are not otherwise subject to this Chapter and the duties of which require full time or part time on programs relative to old age assistance or aid to dependent children, or both, except the position of member of the board of public welfare or of any board having charge of a bureau of old age assistance, and except the position of any officer having the powers and duties of a board of public welfare when such position is, or is to be, filled by popular election. As used in this section, the words "board of public welfare" shall include any body, however named, having the power and duties of a board of public welfare, but shall not include a board of public welfare consisting of two members, one of whom, in the management of the municipal welfare department, acts in a capacity subordinate to that of the other.

(2) Each person appointed to or employed in any such position subject to this Chapter, whether made subject thereto by this section or otherwise, shall have unlimited tenure of such position subject otherwise to the pertinent provisions of this Chapter.

(3) If there is no suitable list established for a city or town of persons eligible to positions, in the service of such city or town, which are referred to

in this section and made subject to this Chapter by this section or otherwise, the director may certify from, and appointments may be made from, any suitable list of persons eligible to such positions established for a district in which such city or town is situated, notwithstanding any provision of law requiring that such a position be filled by a person domiciled or resident in such city or town. Provisional appointments to positions referred to in this section and made subject to this Chapter by this section or otherwise shall be made only after certification by the director that the proposed appointee meets the minimum qualifications required.

(4) This section shall apply in any city or town notwithstanding any provision of special law.

SECTION 47D. The director shall establish, with the a proval of a board consisting of the commissioner of public welfare, the chairman of the civil service commission and the director of accounts, ex officiis, a compensation plan for holders of positions referred to in section forty-seven C and made subject to this Chapter by said section or otherwise. The director may, with like approval, make rules and regulations providing for the application and administration of said compensation plan. The director, with like approval, may from time to time modify or change said compensation plan or said rules and regulations. Any holder of such a position objecting to any provision of such plan, or any action taken in connection therewith, which affects his office or position, may appeal in writing to said board and shall be entitled to a hearing after due notice, upon such appeal. The decision of said board shall be final.

(1)

APPENDIX III - Table # 2 - Aid to Dependent Children: Recipients and payments to recipients by state, December, 1947 - Obtained from Social Security Bulletin, February, 1948, Vol. II, No. 2, Federal Security Agency, Washington, D.C., page 36

State	(# of Recipients) Families	Children	(Payments to Recipients) Total Amt	Average per Family
Total	416,190	1,059,944	$26,224,905	$63.01
Ala.	9,502	26,034	296,725	31.23
Alaska	228	552	7,314	32.08
Ariz.	2,341	6,695	112,635	48.11
Ark.	8,095	21,026	286,954	35.45
Cal.	13,193	31,111	1,392,742	105.57
Col,	4,281	11,710	328,644	76.77
Conn.	2,664	6,568	250,569	94.06
Del.	322	941	23,444	72.81
D.C.	1,198	3,623	89,125	74.39
Fla.	14,102	34,854	627,096	44.47
Ga.	6,691	17,020	229,740	34.34
Hawaii	1,207	3,625	106,067	87.88
Idaho	1,799	4,630	142,818	79.39
Ill.	21,220	53,531	1,763,354	83.10
Ind.	7,990	19,640	387,607	48.51
Iowa	4,498	11,527	303,641*	67.51
Kan.	4,912	12,334	350,114	71.28
Kent.	12,053	30,543	413,033	34.27
La.	13,187	34,262	520,483	39.47
Maine	1,963	5,676	156,002	79.47
Md.	5,441	15,800	394,604	72,52
Mass.	9,710	24,007	1,019,333	104.98
Mich.	20,664	48,864	1,601,813	77.52
Minn.	6,358	16,296	436,060	68.58
Miss.	5,611	14,852	147,846	26.35
Mo.	20,285	52,571	624,983	30.81
Mont.	1,755	4,648	122,999	70.08
Neb.	3,148	7,647	232,807	73.95
Nev.	(51)	(107)	(1,664)	(32.63)
N.H.	1,163	2,945	93,251	80.18

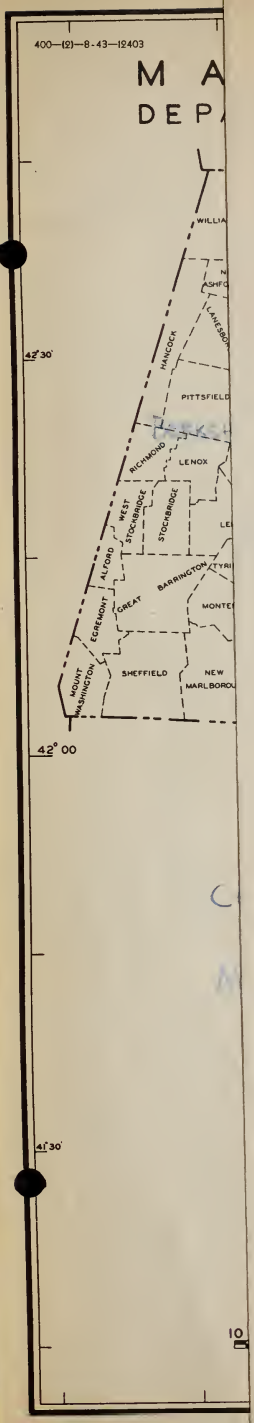
* Excludes $13,531, cost of medical care for August, September and October, paid to recipients in December.

(1) Figures in parentheses represent programs administered without Federal participation. Data exclude programs administered without Federal participation in Florida, Kentucky and Nebraska, which administer such programs concurrently with programs under the Social Security Act. All data subject to revision.

Table # 2 continued

State	(# of Recipients) Families	Children	(Payments to Recipients) Total Amt	Average per Family
N.J.	4,417	11,328	$ 355,759	$80.54
N.M.	4,076	10,759	195,779	48.03
N.Y.	42,538	98,506	4,280,203	100.62
N.C.	8,365	23,709	292,604	34.98
N.D.	1,565	4,283	119,484	76.35
Ohio	9,584	25,984	635,356	66.29
Okla.	23,433	58,039	841,781	35.92
Oregon	2,350	6,004	231,570	98.54
Penna.	38,945	100,260	2,806,924	72.07
R.I.	2,640	6,625	206,463	78.21
S.C.	6,227	17,263	159,475	25.61
So.Dak.	1,743	4,333	79,434	45.57
Tenn.	14,748	39,556	656,366	44.51
Texas	15,998	40,253	612,809	38.31
Utah	2,625	7,021	243,492	92.76
VT.	755	2,061	35,234	46.67
Va.	4,900	14,110	203,482	41.53
Wash.	7,517	18,351	729,048	96.99
West Va.	10,487	28,805	427,105	40.73
Wisc.	7,251	18,121	615,332	84.86
Wyo.	394	1,114	33,738	85.63

APPENDIX III



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MASSACHUSETTS
DEPARTMENT OF PUBLIC WELFARE

APPENDIX III FORM #1

Review 2
Mass.Dept.Public Welfare
Revised 1-1-47
Form SS 158

AID TO DEPENDENT CHILDREN

REVIEW SCHEDULE

Local No. _____ City/Town _____

State No. _____ District _____

A. GENERAL INFORMATION

1. Name of Grantee Relative _____ 2. Sex _____
3. Relationship of Grantee Relative _____ 4. Marital Status _____
5. Surname of Children _____ 6. Number Participating ____ Under 18 ____
7. Cause of Dependency _____
8. Living Arrangements _____
9. Transfer from General Relief Yes____ No ____
10. Dates Opened and Closed under General Relief _____
11. Date of Application _____ 12. Date of Approval _____
13. Date of Notice _____ 14. Date of Initial Payment _____

	YES	NO	NA
B. ELIGIBILITY FACTORS			
1. Cause of Dependency			X
2. Relationship Established			X
3. Ages of Children Participating			X
4. Children 16-18 Attending School			
5. Massachusetts Residence Requirements Met			X
6. Ownership of Property Fully Considered			
7. Living with Grantee Relative			X
8. Life Insurance Requirements Met			
9. Fit Parent and Suitable Home			X
10. Assets of Family Less than $300			
11. Duration of Need			X
12. Need Properly Established			X
C. DETERMINATION OF NEED			
1. Requirements Figured in Accordance with State Standards			
2. Resources Recorded and Deducted (A-B)			
D. ASSISTANCE PAYMENT			
1. Assistance Payment $			
2. State Standards Deficit Met			X
3. Payment Not in Excess $			X
4. Payments Not Restricted in Any Manner			X
5. Indirect Payments			
6. Retroactive Payments as Required			
7. All Eligible Members of Household Included for All Needs			

(Continued)

	YES	NO	NA
E. METHOD OF INTAKE AND INVESTIGATION			
APPLICATION			
1. Application Properly Executed			X
2. Intake Interview Recorded			
3. Home Visit Made Before Assistance Authorized			
4. SSI in Folder			X
5. Final Action by Local Board within 30 days			X
CONTINUING CASE			
1. Quarterly Visits Made and Recorded			
2. Review of Factors Subject to Change			
GENERAL			
1. Written Notice of Board Action			
2. Written Notice of Right of Appeal			
3. Reasons for Closing Recorded			
F. SERVICES TO CLIENTS			
HEALTH			
1. Statement of Health Needs Recorded			X
2. Indicated Medical Needs and Services Met			
3. Verification of Medical Services			
4. Physical Examination of Children Made			X
5. Physical Examination of Incapacitated Parent Made			
OTHER			
1. Social Services Rendered When Need Indicated			

REMARKS

Reviewed by _____

Date of Review _____ for Period _____

Review 6
Mass. Dept. Public Welfare
11/1/46

FORM #2

APPENDIX III

104

CASE REVIEW CLEARANCE SCHEDULE

D.O. Use Only

	Date
1.Adj.( )	
2.Ref.( )	
3.A-4(( )	

ADC	OAA	GR

State No. _____

Local No. _____

Local Agency

Case Name

Reason for referral and action required:

Date _____

Action to be completed by _____

_____
Field Representative

Local agency wil record the necessary information, after investigation, in the space below, using reverse side if necessary.

Concurrence ( ) Non-concurrence ( )

Report submitted by _____

Date _____

Title _____

FORM 43 APPENDIX III 105

Review 4
Mass. Dept. Public Welfare
11/1/46

REJECTED APPLICATION

REVIEW SCHEDULE

Category _____ City/Town _____

Local No. _____ District _____

A. GENERAL INFORMATION

1. Name _____
2. Marital Status _____ 3. Sex _____
4. Living Arrangements _____
5. Cause of Dependency _____
6. Date of Application _____
7. Settlement Status _____
8. Date of Board Action _____
9. Basis for Rejection _____
10. Date of Notice to Applicant _____

	YES	NO	NA
B. APPLICATION PROCEDURE AND RECORDING			
1. Application Properly Executed			X
2. Home Visit Made before Board Action Taken			
3. Final Action Taken within 30 Days _____ Number of Days: _____			X
4. Reasons for Board Action Recorded			X
5. Written Notice of Board Action			X
6. Written Notice of Right of Appeal			X
7. Appeal Blank Supplied and Recorded			
8. Informational Pamphlet Supplied and Recorded			
C. DETERMINATION OF ELIGIBILITY			
1. All Factors Verified and in Order			
2. Exceptions to Above: _____			
D. DETERMINATION OF NEED			
1. Budget Computed in Accordance with Manual Procedures			
2. Date _____ Requirements _____ Resources _____ Deficit _____			
3. Resources Available			
4. All Health Needs Considered			
5. Other Needs or Services Considered			

REMARKS:

Reviewed by _____

Date of Review _____ For Period _____

APPENDIX IV - General Laws, Chapter 40, Powers and Duties of Cities and Towns

SECTION 5. A town may at any town meeting appropriate money for the following purposes:

---

3. For the relief, support, maintenance and employment of the poor.

Chapter 41, Officers and Employees of Cities, Towns & Districts

SECTION 1. Every town at its annual meeting shall in every year when the term of office of any incumbent expires, and except when other provision is made by law, choose by ballot from its registered voters the following town officers for the following terms of office:

...

Three or five members of the board of public welfare for the term of one or three years unless the town votes to authorize its selectmen to act as such board.

...

The provisions of this section or any of the following sections of this Chapter which authorize or require the fixing of the terms of office of members of any board, commission or body in such a manner that all such terms would not expire at the same time shall not apply with respect to such board, commission or body after the town has voted under section two of Chapter 54A to elect the members thereof by the proportional representation method of election.

SECTION 21. Ten percent of the registered voters in any town may file a petition with the selectmen thirty days or more before the annual town meeting asking that the selectmen act as a ... or board of public welfare or perform the duties of such boards or officers of any of them, ... The selectmen shall thereupon direct the town clerk to cause the question whether the petition shall be granted to be printed upon official ballot used for the election of town officers at the next annual election in substantially the following form:

Shall the town vote to have its selectmen act as ..? Yes ____ No ____

If a town, in which the selectmen are elected for terms of one year, shall vote in accordance with this section that its selectmen shall act as or perform the duties of any of the aforesaid boards or officers, it shall, at the next annual meeting, elect one selectman for one year, one for two years and one for three years, or,

if five are to be elected, one for one year, two for two years and two for three years, and thereafter in either event shall elect them for terms of three years. Upon the election amd qualification of the selectmen at such next annual meeting, and upon the appointment and qualification by oath of the officers herein authorized to perform the duties of any existing town board or officer, the term of office such existing board of officer shall thereupon terminate, and all the duties, powers and obligations of such boards and officers shall be transferred to andimposed upon their successors.

SECTION 31. A town which chooses the members of its board of public welfare for one year may, instead of electing such members, provide by vote that the selectmen shall act also as such board. Such vote shall, in any town using official ballot, be passed at a meeting held at least thirty days before the annual meeting at which such selectmen are to be chosen, and thereafter shall continue to act as such board until the town rescinds such action by a vote passed at a meeting held at least thirty days before the annual meeting.

SECTION 32. If a town votes under section 21 to have its selectmen act as the board of public welfare, they may appoint an agent who shall assist the selectmen in the performance of their duties as such board.

SECTION 32A. In any town of not exceeding three thousand inhabitants which votes under section twenty-one to have its selectmen act as the board of public welfare and which accepts this section by vote in town meeting, the selectmen, instead of appointing an agent under section thirty-two, may designate the school physician to act as such agent. Such designation shall not bar the school physician from the general practice of his profession.

SECTION 33. The board of public welfare shall, within seven days after the annual town election, choose a chairman, and a secretary who need not be one of its members.

SECTION 34. The board of public welfare shall keep books so arranged as to readily furnish information required by law relative to all needy persons aided by them, and all further information as to relief applied for, whether given or refused, the preservation of which may be of importance to the town or to the commonwealth, stating the amount and kind of aid given and the reasons for giving or refusing it.

Chapter 66, Public Records

SECTION 17A. The records of the department of public welfare and of the several city and town welfare departments and bureaus of old age assistance relative to all public assistance, and the records of the department of education relative to aid to the blind, shall be public records; provided, that they shall be open to inspection only by public officials, which term shall include members of the general court and representatives of the federal government, for purposes directly connected with the administration of such public assistance, or with the prosecution of war, and provided, further, that information relative to the record of an applicant for public assistance or a recipient thereof may be disclosed to him or his duly appointed agent.

Chapter 271

SECTION 43. Any person who, except for purposes directly connected with the administration of general public assistance, ... or aid to dependent children, and in accordance with the rules and regulations of the department of public welfare made under authority of section 4A of Chapter 121, or of the department of education made under authority of section 26A of Chapter 69, as the case may be, shall solicit, disclose, receive, make use of, or authorize, knowingly permit, participate in, or acquiesce in the use of, any list of, or names of, or any information concerning, persons applying for or receiving --- aid to dependent children ---, directly or indirectly derived from the records, papers, files or communications of the department of public welfare, any city or town welfare department --- shall be punished by a fine of not more than one hundred dollars.

APPENDIX IV - Table # 3, Distribution of Local Units by Size of Public Assistance Staffs and Number of Cases Receiving Public Assistance in December 1947

Number of Cases *	Number of Local Units With Specified Number of Public Assistance Employees #			
	Total	More than one	One only	None
Total	351	174	124	53
0 - 49	123	12	65	46
50 - 99	73	23	44	6
100 - 199	66	52	13	1
200 - 499	51	49	2	-
500 - 999	17	17	-	-
1000 - 1999	10	10	-	-
2000 - 4999	10	10	-	-
5000 and over"	1	1	-	-

* Cases include ADC, OAA, and GA
\# Excludes members of boards of public welfare
" Boston with 22,719 cases

APPENDIX IV - Table #4, Reason for Lack of Support or Care by Father in Families Receiving ADC in Massachusetts as of October 1942*

Reason for Lack of Support or Care (Total # of families, 2627)	Total	Percent Distribution
Father absent from home	2272	86.5
Dead	1244	47.4
Not married to mother & deserting	112	4.3
Deserting or parents separating without court decree	283	10.8
Divorced or legally separated	393	15.0
Incapacitated	122	4.6
Serving in Armed Forced	14	.5
Imprisoned	85	3.2
Other reasons	19	.7
Father in home	355	13.5
Incapacitated	323	12.3
Unemployed or insufficient earning	9	.3
Needed in home	-	-
Not legally responsible	23	.9

* Obtained from Massachusetts Bureau of Research and Statistics. This date is the latest compilation available.

Note: The information in this table refers to the father with whom the child last lived, whether natural, adoptive or step.

APPENDIX IV - Reason for Lack of Support or Care by Mother in Families Receiving ADC in Massachusetts as of October 1942 * - Table # 5

Reason for Lack of Support or Care	Total	Percent Distribution
(Total # of families, 2627)		
Mother absent from home	183	7.0
Dead	123	4.7
Deserting or separated without court decree	12	.5
Divorced or legally separated	4	.1
Incapacitated	28	1.1
Serving in Armed Forces	-	-
Imprisoned	2	.1
Other Reasons	14	.5
Mother in home	2444	93.0
Incapacitated	67	2.5
Unemployed or insufficient earning	217	8.3
Needed in home	2160	82.2
Not legally responsible	-	-

* Obtained from Massachusetts Bureau of Research and Statistics. This date is the latest compilation available.

Note: The information in this table refers to the mother with whom the child last lived, whether natural, adoptive or step.

SS-1 Revised 6-46

APPLICATION FOR PUBLIC ASSISTANCE

Local Number _____

BOARD OF PUBLIC WELFARE OF _____ State Number _____

2. CATEGORY:

OLD AGE ASSISTANCE	
AID TO DEPENDENT CHILDREN	
GENERAL RELIEF	

1. DATE _____

3. NAME _____

(APPLICANT'S NAME IN FULL. IF MARRIED, GIVE MAIDEN NAME ALSO.)

4. ADDRESS _____

(STREET ADDRESS, CITY OR TOWN)

5. NAME OF SPOUSE _____ ADDRESS _____

(IF NOT LIVING, ENTER DECEASED)

6. PERSONS FOR WHOM APPLICATION IS MADE

NAME (Enter Surname if Different)	RELATIONSHIP TO APPLICANT	SEX	DATE OF BIRTH	MARITAL STATUS	VETERAN OR VET'S DEP.	SOC. SEC. NUMBER
A. APPLICANT						
B. OTHERS						

7. I hereby apply for assistance for persons listed in Section 6.

APPLICANT'S SIGNATURE _____

8. This is to certify that application for assistance was made on the _____ day of _____ 194____.

SIGNED _____

(For the BOARD OF PUBLIC WELFARE)

(APPROVED BY MASSACHUSETTS DEPARTMENT OF PUBLIC WELFARE)

FORM #5 APPENDIX IV

FORM SS-2

COMMONWEALTH OF MASSACHUSETTS - DEPARTMENT OF PUBLIC WELFARE

NOTICE OF ASSISTANCE

STATE NO _____

(AID TO DEPENDENT CHILDREN)

LOCAL NO _____

AUTHORIZATION OF GRANT

(This form must be filled out in triplicate and the original and duplicate sent to the District Office within ten (10) days from date first assistance is granted.)

Date _____

To: DEPARTMENT OF PUBLIC WELFARE
Division of Aid and Relief
District Office No. _____

Postmarked _____

Full Name of "Parent" requesting aid _____ Husband / Wife _____ (of "Parent")

Residence of "Parent" _____

Relationship of "Parent" to Dependent Children _____

Name of Father and Mother (if not "Parent") _____

Number of dependent children under sixteen (16) years of age or between the ages of sixteen (16) and eighteen (18) years of age if attending school regularly _____

Date of Application _____ Date of Local Approval of Case _____
(Approved Date Subject to Verification)

Date of First Payment _____ Retroactive to _____

Total Amount of First Payment $ _____ Regular Monthly Grant $ _____

Appeal Case _____
Yes or No

DEPENDENT CHILDREN UNDER SIXTEEN YEARS OF AGE OR BETWEEN SIXTEEN AND EIGHTEEN YEARS OF AGE IF ATTENDING SCHOOL REGULARLY

Name	Date of Birth

The Undersigned certifies that eligibility has been established according to the provisions of the Aid to Dependent Children Laws as amended, and in accordance with the rules and regulations established by the State Department of Public Welfare.

BOARD OF PUBLIC WELFARE

OF _____

_____
Signature

REIMBURSEMENT BY THE COMMONWEALTH IS LIMITED TO A PERIOD OF *TEN DAYS, NEXT BEFORE THIS NOTICE IS MAILED.*

FORM #6 APPENDIX IV

CASE NO 114

DATE ISSUED

CONFIDENTIAL REPORT

BOARD OF PUBLIC WELFARE
DIVISION OF AID TO DEPENDENT CHILDREN

Proof of school attendance-children between 16-18 yrs. of age *(Please return by first of month)*

NAME OF PRINCIPAL | SCHOOL | YEAR GRADE

PUPIL S NAME | ADDRESS | BIRTHDATE AGE

PARENTS NAMES

In conformity with requirements of Federal Social Security Act as it applies to Chapter 118 G. L. (as amended)
I hereby certify that the above named pupil has regularly attended school during the current month.

194 Sept.	*(Signature)*	194 Jan.	*(Signature)*	194 May	*(Signature)*
Oct	*(Signature)*	Feb.	*(Signature)*	June	*(Signature)*
Nov.	*(Signature)*	Mar	*(Signature)*	Does pupil intend to return in September?	
Dec.	*(Signature)*	Apr.	*(Signature)*		

Date & Reason for leaving school:

Receiving scholarship grants? Amount $ Remarks

FORM #7 APPENDIX IV 115

SS. IB

COMMONWEALTH OF MASSACHUSETTS

Check Category

FACE SHEET

OAA _____

ADC _____

GR _____

City or Town _____

Local Number _____

State Number _____

Settlement _____

Date of 1st Approval _____

1. Case Name _____
Surname 1st Name Alias Middle Initial Maiden Name

2. Name of Spouse _____

4. Citizen _____

3. Date and Place of Marriage _____

5. S.S.I. _____
(Social Service Index)

6. Residence Requirement Met Yes ☐ No ☐

7. Address	DATE	RENT	Carrying Charges	Number of Rooms	Type Fuel

8. MEMBERS OF HOUSEHOLD (include applicant)

Name (Include Surname if different)	Birth Date	Birth Place	Marital Status	Relation to Applicant	Occupation or Incapacity

9. SPOUSE OR CHILDREN NOT IN HOME

Name (Include Surname if different)	Address	Birth Date	Marital Status	No. of Dependent Children	Check if Contributing	Occupation

10. Parents of Applicant

Father _____

Mother _____

Parents of Spouse

Father _____

Mother _____

11. MILITARY SERVICE OF SPOUSE, SON OR DAUGHTER

Name	Relation to Applicant	Dates of Service	Type of Discharge	Branch

12. Cause of Dependency _____

13. Type of Previous Public Aid _____ Town or Institution _____

14. INSURANCE No. of Policies _____ Total Face Value $ _____ Liens $ _____

Beneficiary _____ Address _____

Burial lot _____ Location _____

15. REAL ESTATE: of Recipient or Spouse

Equity in Real Estate $ _____ Type of Property _____

Mortgage Bond Filed Yes ☐ No ☐

16. PERSONAL PROPERTY of Recipients or Spouse Sharing in Assistance Payment

Bank Deposits Yes ☐ No ☐ Amount $ _____ Acct. Name _____

Stocks or Bonds Yes ☐ No ☐ Present Value $ _____

Other: Specify _____ Present Value $ _____

17. INCOME and Other Resources: (Check Source)

Earnings ☐ Earnings of Spouse ☐ Cont. of Children ☐ Rental ☐ Private Agency ☐

Service Mens' Benefits ☐ Boarders or Lodgers ☐ OASI ☐ Other: ☐ Specify below

18.

Form #8 APPENDIX IV 116

Form HE-1
Payment made by
Week ☐
2 weeks ☐
Month($4\frac{1}{3}$ wks.) ☐

BUDGET WORK SHEET

Case Number
OAA _____
ADC _____
GR _____

Name _____

Date Figured _____ Street Address _____

Date Refigured-No Change _____ City or Town _____ Name of worker _____

Sec. I COMPUTATIONS OF INDIVIDUAL EXPENSES FOR MEMBERS OF THE FAMILY

Names	Birth Date	Food	Cloth.	Pers. Needs	Med.Ch. Suppl.	House. Suppl.	House Replac.	Church Contri.	Ins.	Totals	Wages
Totals											

Sec. II INCOME & OTHER RESOURCES

Family Resources		Applicant's Resources	
Kind	Amount	Kind	Amount
a.	b.	c.	d.

Sec. III COSTS OF OWNERSHIP

Costs	Yearly	Monthly	Weekly
Interest			
Taxes			
Insurance			
Water			
Repairs			
Principal if required			
Totals			

Sec. IV STANDARD BUDGET & ASSISTANCE PLANS

Budget Items	Standard Budget for Family	Assistance Plans For		
e.	f.	g.	h.	i.
1.Food				
2.Board & Room				
3.Rent				
4.Ownership Costs				
5.Fuel & Light				
6.House. Supplies				
7.House. Replacements				
8.Clothing				
9.Personal Needs				
10.Med. Chest Supplies				
11.Medical Care				
12.Church Contributions				
13.Insurance				
14.				
15.				
16.				
17.Total Expenses				
18.Total Income				
19.Deficit or Surplus				

Sec. V ASSISTANCE PAYMENTS & NO. OF PERSONS IN EACH CATEGORY

	$	#
Aid to Dependent Children		
General Relief		
Old Age Assistance		
Total		
Additional Amount Given to Meet Legal Minimum in Old Age Assistance		

FORM #9 APPENDIX IV 119

MASS. DEPT. PUBLIC WELFARE
Form SS 9c. – Rev. 9-47

BUDGET AND AUTHORIZATION RECORD

Case Number

OAA _____
ADC _____
GR _____

_____
Name

_____
Street Address

_____
City or Town

Section 1 — Budget Computations

Date	/	/	/	/	/	/
1. Food						
2. Board and Room						
3. Rent & Carrying Charges						
4. Fuel and Light						
5. H'hold Sup. & Replace.						
6. Clothing						
7. Personal Care						
8. Insurance						
9. Medical Care						
10. Special Needs (Specify)						
11. Total Expenses						
12. Resources (Specify)						
13. " "						
14. Total Income						
15. Deficit or Surplus						
16. Grant						

Initials of Social Worker

Section 2 — Authorization Record

Date	Action Taken	Payroll Date	Amount	Retroactive to	Signature of Authorizing Official

Date	Action Taken	Payroll Date	Amount	Retroactive to	Signature of Authorizing Official

FORM #10 APPENDIX II 118

A-(1-1-A
287,500(9)-9-

COMMONWEALTH OF MASSACHUSETTS

CITY OR TOWN OF _____

AID TO DEPENDENT CHILDREN

RECONCILIATION OF TOTAL AMOUNT OF GRANTS PAID

During Period From March 16 To March 31, 1943

		(1)	CHANGES IN AMOUNTS PAID Paid Previous Period (2)	Paid Current Period (3)	REMARKS
A.	Total regular grants paid previous period. *(Enter amount in Column 1)*	120.00			
B	Changes Effective This Period: *(For each change enter amounts paid during previous and current periods in columns 2 and 3 respectively)*				
	Names of Clients				
	Name		---	25.00	N
	Name		---	---	C
	Name		20.00	---	C
	Name		20.00	25.00	I
	Name		10.00	20.00	I Second half includes retroactive payment
	Name		15.00	10.00	D
C.	TOTAL CURRENT PERIOD *(Enter amount in columns 1 and 3)*	80.00		80.00	
D.	TOTAL OF COLUMN 1 *(Sum of items A and C)*	200.00			
E.	DEDUCT – TOTAL PREVIOUS PERIOD *(Enter amount in columns 1 and 2)*	65.00	65.00		
F.	BALANCE – TOTAL REGULAR GRANTS PAID THIS PERIOD *(Item D minus item E in column 1) - This amount should agree with the total of column 1 or 2 of the relief roll, whichever is applicable)*	135.00			

I certify that all changes included in this report have been duly authorized and are supported by authorized awards on file in this office.

Signature _____

Local Agent or Director of Public Welfare

FORM # 11 APPENDIX IV 119

Revised Form A.D.C. 7

THE COMMONWEALTH OF MASSACHUSETTS
Department of Public Welfare

SUBDIVISION OF APPEALS

15 Ashburton Place
Boston 8, Mass.

The Aid to Dependent Children law provides that a person who is not satisfied with the action taken in regard to his Aid to Dependent Children may appeal to the State Department of Public Welfare for a fair hearing. The reasons for making an appeal include the following:

1. If the right to apply for Aid to Dependent Children has been denied.
2. If an application is not approved or denied within 30 days.
3. If an applicant is denied Aid to Dependent Children.
4. If the amount of Aid to Dependent Children is too low, is reduced, or discontinued.
5. If a request for an increase is denied.

If you wish to file an appeal, fill in the blank below and mail to the Subdivision of Appeals, Department of Public Welfare, 15 Ashburton Place, Boston, Mass., within 60 days after receiving notice of the action of the local Board of Public Welfare. After 60 days you must request your local board to reconsider their decision before an appeal can be made. Further copies of the appeal form can be secured from your local board or you may send a letter if more convenient.

On receipt of an appeal a hearing before a referee will be arranged and notice as to the time and place given to the persons concerned at least 7 days in advance of the hearing. The person making the appeal is given a full opportunity to be heard and to have an impartial review of all the facts. The decision of the Department is binding on all parties concerned.

To Subdivision of Appeals
Department of Public Welfare
Boston 8, Massachusetts

As provided under Chapter 118 of the General Laws, as amended, I appeal from the decision of the Board of Public Welfare of _____, Massachusetts, relative to the support of _____
(Names of Children)

Reasons: _____

_____

(Signed) _____

(Relation to Children) _____

_____
(Street and No.)

_____ Mass.
(City or Town)

FORM #18 APPENDIX IV 120

Form SS-12 COMMONWEALTH OF MASSACHUSETTS - DEPARTMENT OF PUBLIC WELFARE No._____

(AID TO DEPENDENT CHILDREN)

PHYSICIAN'S REPORT TO THE BOARD OF PUBLIC WELFARE OF _____

TO THE EXAMINING PHYSICIAN:

The Massachusetts General Laws, *(Tercentenary Edition, Chapter 118 as amended by Chapter 413 of Acts of 1936 and Chapter 487 of Acts of 1939)* concerning Aid to Dependent Children, provides that children deprived of support because of the mental or physical incapacity of the parent may be entitled to assistance. The State Department of Public Welfare requires that aid be given in such cases must be substantiated by a physician's report. It relies upon the full and sincere cooperation of all physicians and surgeons in seeing that only individuals whose incapacity is bona fide are certified by them as being unable to discharge their legal responsibilities. The Welfare Board requests your statement covering the items in Sections I, II, III, IV, V and VI of this form.

(Statement to be filled in by the local Welfare Board)

NAME of Patient:_____ Sex: Male_____ Female_____
(Incapacitated Parent) (Last) (First) (Middle)

Address:_____Date of Birth:_____
(County) (City) (Street) (Month) (Day) (Year)

EMPLOYMENT HISTORY - *(Give last employment first)*

FROM (Mo. & Yr.)	TO (Mo. & Yr.)	TYPE OF WORK PERFORMED

What does the patient consider his usual occupation?_____

Other occupations:_____

Are these types of employment available in the community?_____

Reason for leaving last employment:_____

(To be filled in by the examining physician)

I-PHYSICAL EXAMINATION

A. What part of the body is affected? *(please check)*

General	____	Abdomen	____		Nose	____	Rectum ____
Head	____	Arm	R. ___	L. ___	Throat	___	Nervous System ___
Neck	____	Hand	R. ___	L. ___	Glands	___	Other *(Specify)* ___
Shoulder	R__L__	Leg	R. ___	L. ___	Skin	___	_____
Back	____	Foot	R. ___	L. ___	Teeth	___	_____
Chest	____	Eye	R. ___	L. ___	Heart	___	_____
Hip	R.__L.__	Ear	R. ___	L. ___	Genitals	___	_____

Symptomatology_____

Laboratory reports *(if pertinent)*_____

Special diagnostic tests_____

B. What is the patient's general condition?_____

_____

C. Degree of incapacity: *(please check)*

Total ____ Partial ____ None ____

(a) Bedridden ____ (b) Needs care from others ____

D. Diagnoses *(according to Standard Classified Nomenclature of Disease)*_____

_____

E. Cause of incapacitating condition *(If unknown, so state)*_____

_____

FORM SS-12 (Reverse)

II-MENTAL EXAMINATION *(Use only for mental patients)*

A. Positive neurological findings_____

B. Intelligence Quotient_____ Method Used _____ ___

Date:_____ Examiner_____

C. Psychiatric Diagnosis *(Use Classification of American Psychiatric Association):*

_____

D. Name of Physician making diagnosis_____

III-RECOMMENDATIONS FOR TREATMENT

A. Is further treatment recommended? Yes_____ No_____

Check each type of treatment recommended:

Home Nursing Care....._____ Special Diet_____

General Medical Supervision.._____ Hospitalization_____

Special Medication....._____ Surgery..... _____

Is prosthetic appliance needed? Yes_____ No_____If "Yes" explain_____

_____

B. Probable duration of treatment:_____

C. When should patient return for treatment?_____

D. If the patient is in the home, is his physical or mental condition such that he is likely to be or to become a danger or menace to other members of the family? Yes____ No____

If "Yes", explain:_____

E. Is an examination of other members of the family indicated as result of the findings?

Yes_____ No_____

IV-OCCUPATIONAL RECOMMENDATIONS

A. What is the patient's present work capacity for his usual occupation? *(Check one)*

*Full time*_____ *Part time*_____ *None*_____

If partial, state number of hours per day which patient can work: _____

Type of work:_____

Is employment in another occupation possible?_____

If so, what and when?_____

B. Number of months before patient can safely return to his usual occupation:_____

C. What activities should be avoided? *(Please check)*

*Walking*_____ *Standing*_____ *Reaching*_____ *Pulling*_____

*Climbing*____ *Stooping*_____ *Lifting* _____ *Pushing*_____

*Heavy manual labor only*_____ *Other* _____

D. What working conditions should be avoided? *(Please check)*

*Outside*_____ *Hot*_____ *Sudden temperature change*____ *dry*_____ *dusty*_____

Inside _____ *Cold*____ *Humid*_____ *wet*_____ *fumes*_____

E. Is vocational training recommended? Yes_____ No_____ Comment:_____

V- When should the patient return for purposes of determining possible change in condition?

_____

VI-On the basis of your medical findings, are the children of this patient in your opinion deprived of parental support by reason of the patient's physical or mental incapacity?

_____

_____

Signature of Physician_____

Date: _____ Address _____

PARENT'S CONSENT TO RELEASE OF MEDICAL INFORMATION

I,_____, do hereby authorize and direct any physician who has examined me who may hereafter examine me to disclose and reveal the results of his examination or examinations to the_____Welfare Board or any authorized representative of said board. I do further give my consent to the use of any clinical, laboratory or hospital records pertaining to my claimed disability.

It is understood that such consent is given solely to enable said welfare Board to determine the eligibility of my children for Aid to Dependent Children.

Witnesses:

_____

_____

_____
(Signature of Parent)

Date:_____

FORM #13 APPENDIX IV 12.1

The Commonwealth of Massachusetts

Department of Public Welfare

MEDICAL EXAMINATION FOR CHILDREN Case No.
(Aid to Dependent Children Category)

NAME AGE COLOR SEX

DATE PHYSICIAN

Measles	Tuberculosis	**Inoculations**
Mumps	Syphilis	Vaccination
Whooping Cough	Tonsillitis	Whooping Cough Vaccine
Chicken Pox	Rickets	Diphtheria
Diphtheria	Otitis Media	Schick Test
Influenza	Operations, Accidents, or Injuries	Dick Test
Pneumonia		Hinton (etc.)
Infantile Paralysis		Tuberculin Test
Rheumatic Fever		Xray of Chest
Scarlet Fever		
V=had O=did not have		

Height		Chest
Weight		Heart
Average Weight		Lungs
Development		Abdomen
Nutrition		Secondary Sex Characteristics
Mentality		Genitalia
Head & Scalp		Extremities
Eyes		
Ears		Feet
Nose	Discharge	Posture & Spine
Adenoids	Mouth Breather	Glands
Throat		Skin & Mucous Membrane
Tonsils		Reflexes
Teeth		

Diagnosis

Recommendations

122

FORM #14 APPENDIX II

TOTAL NUMBER CASES AIDED _____ COVERING _____ SHEETS HEREIN.

TOTAL PAYMENTS OF $ _____ DATE: _____
(Signed under penalty of perjury—Chap. 187 of 1926)

SIGNATURE: _____ TITLE: _____
(Local Agent or Director of Public Welfare)

APPROVED FOR $ _____ FOR MONTH OF _____

_____
_____
_____
Majority of Local Board of Public Welfare

TRANSMITTED TO LOCAL TREASURER FOR PAYMENT ON: _____

_____
(City Auditor or Town Accountant)

WARRANT: _____

10M-(G)-8-44-14799

Form A-0-25

THE COMMONWEALTH OF MASSACHUSETTS

PUBLIC WELFARE GRANTS

CITY OR TOWN OF _____

ROLL OF PAYMENTS

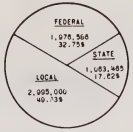
AID TO DEPENDENT CHILDREN

FROM _____ TO AND INCLUDING _____

NAMES (IN ALPHABETICAL ORDER) (Give identifying information when two cases have identical names)	REGULAR GRANT FIRST HALF MONTH (1)	REGULAR GRANT SECOND HALF MONTH (2)	Additional Amount Included For Extra Needs (3)	Payments by Supplemental Checks First And Second Half (4)	WORK SHEET (To be filled in on second half-monthly payroll only) TOTAL AMOUNT Sum of Columns 1,2,3,4. (5)	Cancellations Current Month Checks (6)	Amount Not Reimbursable by State (7)	Net Amount Subject to State Reimbursement (Column 5 Less Columns 6 and 7) (8)	No. of Eligible Children (9)	Amount Claimed In Excess Of Federal Maximum (10)

ADMINISTRATION COSTS BY PROGRAM

	FEDERAL FUNDS	STATE FUNDS	LOCAL FUNDS	TOTAL	PERCENT OF TOTAL PROGRAM
OLD AGE ASSISTANCE	4,916,751	177,870	1,286,602	6,401,221	5.3
AID TO DEPENDENT CHILDREN	248,624	80,484	318,400	647,730	5.0
GENERAL ASSISTANCE AND INFIRMARIES	---	227,000	1,321,000	1,548,000	8.4
CHILD GUARDIANSHIP AND CHILD WELFARE	---	341,000	120,000	461,000	10.5
AID TO BLIND	17,000	17,000	---	34,000	4.2
	5,182,375	843,354	2,045,002	9,073,951	



ADMINISTRATIVE COSTS (ADDITIONAL)

OF THE PROGRAMS SHOWN BELOW

(Average of 69 cents for each dollar spent)

TOTAL - 8,035,051

THE BREAKDOWN OF PUBLIC FUNDS EXPENDED IN

AT PRESENT COSTS FOR PUBLIC ASSISTA

IN MASSACHUSETTS

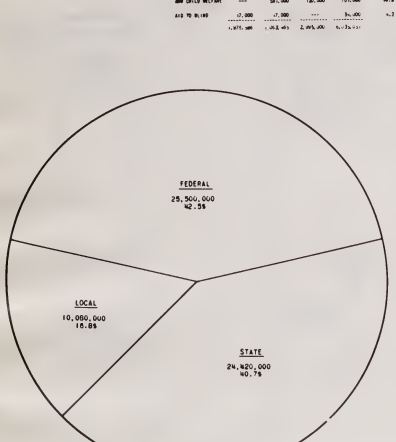
(The $984 Million charted herein does not incl for the State Hospital School and the Four Sta Schools, nor $300,000 for the Training Schools

Original Scale: Each Square Inch = One Million Dolla

TOTAL CASE LOADS (Projected for Current)

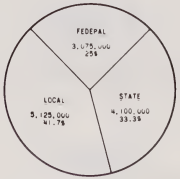
	CASES	PERSONS
OLD AGE ASSISTANCE	89,000	89,000
AID TO DEPENDENT CHILDREN	8,900	25,000
GENERAL ASSISTANCE AND INFIRMARIES	16,000	17,000
CHILD GUARDIANSHIP AND CHILD WELFARE	7,500	7,500
AID TO BLIND	1,000	1,000
	122,400	138,700

SPECIAL NOTE:



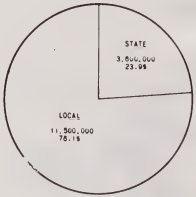
OLD AGE ASSISTANCE

60,000,000



AID TO DEPENDENT CHILDREN

12,300,000



GENERAL ASSISTANCE AND INFIRMARIES

15,100,000

CHILD GUARDIANSHIP AND CHILD WELFARE SE

4,230,000

Clarence A. Bingham, February 14, 1948

APPENDIX V - Chart # 3

ONE YEAR'S EXPENDITURES IN MASSACHUSETTS

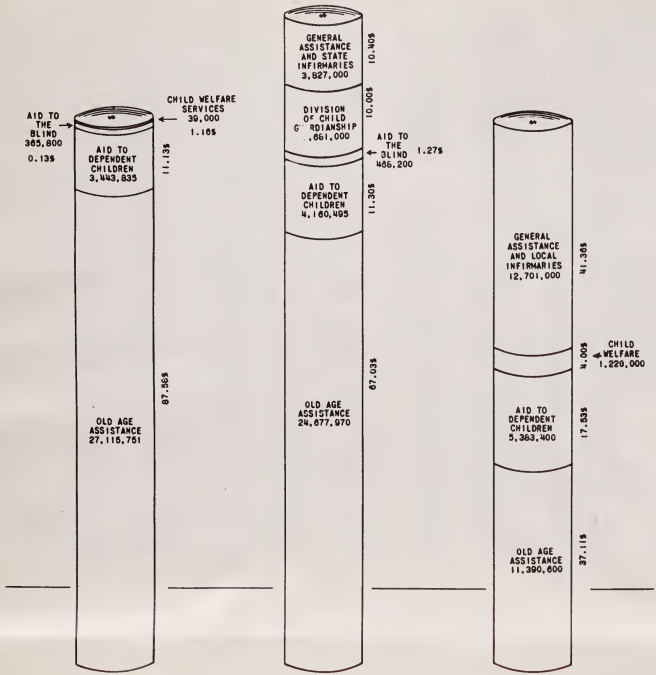
FOR ALL TYPES OF PUBLIC ASSISTANCE

BASED ON PRESENT COSTS

($96½ Million)

ADMINISTRATIVE COSTS ARE INCLUDED IN EACH PROGRAM

(These figures do not include $1,500,000 for the State Hospital School and the four State Industrial Schools, nor $300,000 for the Training Schools in four counties)



SPECIAL NOTE: AID TO THE BLIND IS GRANTED THROUGH THE MASSACHUSETTS STATE DEPARTMENT OF EDUCATION. IT IS INCLUDED IN THIS CHART AS PART OF THE FEDERAL PUBLIC ASSISTANCE PARTICIPATION.

Original Scale: Each Vertical Inch = Three Million Dollars

Clarence A. Bingham Feb. 12, 1948

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" " - August 30, 1946 - # 21
" " - September 13, 1946 - # 22
" " - October 3, 1946 - # 23
" " - August 26, 1947 - # 28
" " - November 5, 1947 - # 31
Commonwealth of Massachusetts

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III INTERVIEWS

Albert E. Howell, Chief Supervisor Social Service, Department of Public Welfare, Division of Aid and Relief
November 26, 1947
December 2, 1947
February 9, 1948
February 13, 1948
February 20, 1948
February 24, 1948
February 27, 1948

Miss Margaret M. Lannigan, Head Social Worker, District # 7
February 13, 1948
February 20, 1948

Federal Security Agency, Boston
March 20, 1948
April 20, 1948
June 17, 1948
June 23, 1948

Federal Security Agency, New York City
July 1, 1948

Miss Mary Melville, Agent of the City of Melrose
June 15, 1948

Mr. D. Redfern, Welfare Agent of the Town of Swampscott
June 15, 1948

Mrs. Bernice H. Ranger, Clerk of the Board of Welfare of the Town of Swampscott
June 15, 1948

Miss Mary E. Walsh, Social Worker, Board of Public Welfare, City of Salem
June 16, 1948

Mr. Zenon A. Lavoie, Investigator, Board of Public Welfare, City of Salem
June 16, 1948

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